COMPREHENSIVE GENERAL PLAN

for the

CITY OF LINDSAY, CALIFORNIA

Prepared for the Lindsay City Council

by

Grunwald & Associates
City & Environmental Planning Consultants
Sacramento, California

July, 1989

LINDSAY CITY COUNCIL

Paul A. Lencioni, Mayor

Vahnri Blue
Ellen Hendricks

Doug Bugni
Terry Linville

CITIZENS ADVISORY COMMITTEE

Mark White, Chairman
Sherry Rhoten, Vice-Chair

Jim Holve
Manuel Madril
Gilbert Serda

Todd Ingoldsby
John Perry
Dave Stillians

Mike Lenihan
Tony Picciuto
Bob Tienken

ADMINISTRATIVE, DEPARTMENTAL & CONSULTING STAFF

William R. Drennen, City Manager
Scot B. Townsend, Community Development Director
Robert E. Grunwald, Sr., Project Manager

TABLE OF CONTENTS

SECTION A - LAND USE

SECTION B - THE CIRCULATION ELEMENT

SECTION C - HOUSING ELEMENT

SECTION A - SAFETY

SECTION B - NOISE

LIST OF TABLES

LIST OF FIGURES

PART I

INTRODUCTION TO THE GENERAL PLAN

BACKGROUND

The City of Lindsay was incorporated on February 28, 1910, as a Class VI General Law City under the laws of the State of California. Lindsay is located at the base of the Sierra Nevada mountains at the eastern-central edge of the San Joaquin Valley floor of Tulare County. Early settlement of the area was due to the physical attraction of its environs, and to a climate and well drained soils suited to permanent citrus and olive orchards. The pattern of 5 to 10 acre parcels which characterized early settlement is still evident in and around the fringe of the urban area.

The original town site comprised an area about 1/4 mile square, bounded generally by Frazier on the north, Lewis Street on the south, Homassel on the east and Olive Avenue on the west. Its grid pattern was laid out with "avenues" parallel to the Southern Pacific Railroad, and"streets" perpendicular to the avenues. This town site is now mostly developed in commercial use as the Central Business District of the City.

In 1888, Captain A. J. Hutchinson, a retired British Army officer with experience in the South Pacific, headed a group of Los Angeles investors which purchased 2,160 acres at $30 per acre, including part of the land now occupied by the current City. The group placed 1,000 of those acres on the market almost immediately to encourage further investment. In the early 1890's, John Cairns, who farmed near Lindsay, successfully demonstrated that water could be pumped from the underground. Within two decades, small farms were producing citrus, olives, grapes, deciduous fruits and alfalfa, replacing land previously planted to the dry farming of cereal grains, in a pattern generally consistent with that which exists today.

The Santa Fe Railroad extended service to the community in 1915, serving as a catalyst to increase agricultural production and further the distribution of produce throughout the Western United States. In 1917, Lindsay growers in the area formed the Lindsay Olive Growers Cooperative which has since become the world's largest olive cannery and the largest single employer in the Lindsay sub-region.

With a current population of about 8,200, and a primary trade area population of about 15,000, Lindsay has reached a threshold where its greatest challenge is to attract and sustain economic growth that will be beneficial to its citizens, while enhancing the physical and cultural character of the community.

The City adopted its first General Plan in the early 1960's, as a participant in the preparation of the Tulare County Area General Plan, and adopted a comprehensive zoning ordinance based on that plan in 1965. After a series of Plan amendments, a second version of the General Plan (involving only revisions to the Land Use and Circulation Elements) was prepared and adopted in 1980, with staff of the Tulare County Association of Governments having served as consultants to the City. This third version of the General Plan in almost three decades brings together all of the mandatory elements of the General Plan as prescribed by State Law. It retains policies that remain valid, having withstood the tests of time and changing conditions; it consolidates existing policies that have been adopted by reference pertaining to housing, conservation, open space, seismic safety and noise, as developed by Tulare County; and, it articulate new policies and standards resulting from a reevaluation of the City's needs and its desired future.

NATURE AND FUNCTIONS OF THE GENERAL PLAN

Under the body of statutory and case law which has evolved in California, and General Plan Guidelines issued by the State Office of Planning and Research, the General Plan for Lindsay functions as a "constitution" in much the same way as a state or national constitution. The Plan reflects the City's long-range aspirations of physical form and amenity and provides guidance to the substance of developmental regulations and other programs approved by the City Council which combine as the package of tools necessary to carry out the Plan over time.

The General Plan and Environmental Impact Report (EIR) contained herein has four basic functions:

1. To enable the City Council to express agreement on development policies;
2. To provide clear guidance in judging whether projects proposed by public agencies and private developers are in close agreement with policies of the General Plan;
3. To allow and provide the basis for making intelligent changes to the Plan as time and changing circumstances may dictate, while being true to its purposes; and
4. To provide an environmental assessment of the future urban pattern as a framework against which to identify, measure and compare the probable environmental consequences of a specific project which may or may not be consistent with policies of the General Plan.

The principal characteristics of the Plan are that it is comprehensive, long-range and general. It is comprehensive in that it embraces all aspects of existing and future physical development of the community, public and private. It is long-range in that it presents a view of the physical character to be achieved over the next 20+ years. And, it is general in that it provides for innovation and flexibility in working toward the achievement of the Plan's goals through the many public and private actions that are and will be necessary for Plan implementation.

THE LINDSAY PLANNING AREA

The area covered by the Plan is prescribed by the City's "Sphere of Influence" (SOI) as adopted by the Tulare County Local Agency Formation Commission (LAFCO). The SOI is referred to locally as the Urban Area Boundary (UAB) as shown on Figure I-1. The UAB includes all of the area within the existing City limits, the area that is expected to urbanize over the next 20+ years (most of which will be annexed to the City), and unincorporated territory of the County where various types of development may be proposed to the County which will have an influence on the interests of the City. In the latter case, County policies and procedures provide opportunity for the City to express its position and recommendations for County action, consistent with adopted policies of the Lindsay General Plan and the Tulare County General Plan as adopted by Tulare County.

Figure 1 also shows the Urban Development Boundary (UDB) adopted by LAFCO in 1985. The UDB encompasses the area where urbanization eventually is expected to take place, with lands being annexed to the City. The Lindsay General Plan does not propose any changes in the Urban Area Boundary which was last modified by the County in 1985. However, some changes in the UDB are proposed by policies and proposals of the General Plan which will require approval by LAFCO. These changes are shown on the General Plan Diagram enclosed on the back cover of this document, and are discussed under the description of the Land Use Element in Part IV of this document.

USING THE GENERAL PLAN AND RELATED DOCUMENTS

The General Plan has been organized to save the reader time in identifying and understanding those development policies and proposals which most affect the reader's interests. Supporting material is found in a series of separate documents that in effect constitute a technical supplement to the General Plan, including the following:

- Full text of the Housing Element of the General Plan,1974.
- Full text of the Environmental Resource Management Element of the Tulare County General Plan (as amended) as it pertains to the Lindsay Urban Area.
- Full texts of the Noise, Seismic Safety and Safety Elements of the Tulare County General Plan (as amended) as they pertain to the Lindsay Urban Area.
- The Redevelopment Plan for the Lindsay Redevelopment Project No. 1
- The Lindsay Zoning Ordinance (as revised, 1989)

These documents are available in Lindsay at the Office of the Community Development Director, adjacent to City Hall, 251 Honolulu Street, and may be useful for the professional firms and individuals who require more detailed technical data in preparing development proposals for review by the City. The reader's attention is directed to the fact that because of its singular importance in implementing land use policies of the General Plan, the Zoning Ordinance has been revised to be consistent with the General Plan. Of special importance are the procedural sections of the ordinance which set forth requirements for preparing an adequate application for such permits as change of zone district, planned development, conditional use, special zoning exception, variance and site plan and architectural review.

Most of these documents contain a refined set of policies and directions for action with respect to the functional purposes of the document. They have been adopted by the City Council as official City policy, and should be considered as presenting a body of policy which may be made mandatory as a condition of development approval. The extent to which these referenced documents are consistent with the General Plan is described in Appendix "C".

FORMAT AND CONTENT OF THE PLAN

The General Plan is presented in eight parts (including this Introduction). Part II provides a description of the environmental setting which serves to meet requirements of the California Environmental Quality Act (CEQA) for purposes of the General Plan EIR and for environmental assessments that may be required for specific development projects. Part III describes the goals and major policies of the Plan.

Parts IV - VI present descriptions of seven mandatory (and one optional) elements of the Plan (Land Use, Circulation, Housing, Conservation, Open Space, Noise and Safety). The optional element is the Recreation Element. These descriptions have been combined into three so-called "Super Elements" as discussed under alternatives for element consolidation developed by the Governor's Office of Planning & Research.1 These three elements are the Community Development Element (Part IV), the Resource Management Element (Part V) and the Hazard Management Element (Part VI). They represent a functional consolidation which simplifies the task of element description by combining those elements which are closely related to each another. Consolidation also makes it easier to achieve internal consistency among elements as required by State Law and Case Law. The relationship of the formerly separate and consolidated elements is shown in Table I-1.

---

[1] ."Element Consolidation, Streamlining Local General Plans", Governor's Office of Planning & Research, Office of Local Governmental Affairs, April, 1988.

TABLE I-1

RELATIONSHIP OF MANDATORY, OPTIONAL AND CONSOLIDATED ELEMENTS OF THE GENERAL PLAN

Separate Mandatory Elements	Optional Elements	Consolidated Elements
Land Use	....	**Community Development**
Circulation	....	(included)
Housing	....	(included)
Conservation	....	**Resource Management**
Open Space	....	(included)
	.....Recreation ...	(included)
Noise	....	**Hazard Management**
Safety	....	(included)

The policies and proposals of the General Plan are given added dimension by the General Plan Diagram which is included with this document. The Diagram depicts only those proposals which are capable of graphic presentation. Although the Diagram usually is referred to more often than the text of the Plan, the Diagram taken together with this entire document constitutes the complete General Plan. The Diagram illustrates, while the text explains.

Part VII presents a general strategy and program for Plan implementation. It is included to provide direction to the City rather than policy commitment to specific programs in recognition of financial limitations which impose constraints on the ability of the City (and therefore the timing) to implement various features of the Plan.

Part VIII fulfills requirements of the California Environmental Quality Act (CEQA) for an Environmental Impact Report on the General Plan. It describes the environmental evaluation conducted during Plan preparation and review, and identifies key sections of the Plan document which meet various requirements of CEQA Guidelines for EIR preparation. The EIR is made an integral part of the Plan so that its conclusions and mitigation measures will be readily available as decisions are made concerning Plan implementation and future Plan amendment.

It is to be noted that the EIR is also intended to avoid the City having to require the preparation of EIR's for specific public and private projects when the potential impacts and needed mitigation are adequately addressed by the General Plan EIR. The more common application of CEQA will be in the form of an Initial Study of Environmental Impact Assessment (EIA) to determine whether further assessment is required under an EIR, or whether the City should more appropriately make a finding for a Negative Declaration. This approach will save time and expense for all parties concerned, while satisfying the full intent of CEQA. It will also provide considerable flexibility to the City in adopting any optional elements other than the Recreation Element which it may desire in the future. Examples include the Civic Center/Central Business District and Water/Sewer/Drainage Elements that would be add to the Community Development Element, and the Hazardous Waste Management Element to be added to the Hazard Management Element.

PART II

ENVIRONMENTAL SETTING

INTRODUCTION

The description of the environmental setting which follows is intended to orient the document user to the physical, social and economic conditions which characterize the Lindsay planning area. Part II also fulfills requirements of CEQA for the description of the environmental setting required for the General Plan EIR.

LAND USE

The environmental setting of the Lindsay planning area is dominated by residential, commercial and industrial use, with supporting public and semi-public facilities such as schools, parks, government offices, churches, hospital and public utilities. The City encompasses an area of approximately 2.33 square miles, or 1,490 gross acres of land including streets. The City is surrounded by agricultural land which is mostly devoted to orange and olive groves, with some irrigated pasture and field crops to the north. Approximately 9.5%, or 141 acres of the land within the City, is vacant. The vacant acreage is fairly evenly distributed among areas designated for residential and non-residential use.

The distribution of urban land use within the City's Urban Development Boundary is shown in Table II-1 (see next page). By any reasonable standard, and in comparison with other cities of Tulare County, the Lindsay urban area is compact with relatively little developed area within the unincorporated fringe. The largest developed area outside of the city limits is a 47 acre are developed in single family use immediately west of the High School north of Tulare Road.

Urban expansion since the last update of the General Plan (in 1980) has been modest. Single-family residential expansion has occurred mostly north of Tulare and west of Sequoia Avenue. Multi-family expansion has included new apartments on Hermosa south of Jefferson School, on Santa Fe Street and Honolulu south of the Grove School, and on Gale Hill Avenue south of Tulare Road. The major commercial expansion has been the new community shopping center at Hermosa Street and Highway 65. Important industrial expansion has included expansion of irrigation products manufacture and the large-scale production of orange juice at plants located along Lindmore Avenue. The most significant public construction has been the new Lincoln elementary school located north of Harvard Park.

TRANSPORTATION, TRAFFIC AND CIRCULATION

The principal transportation and circulation facilities connecting Lindsay with the region are shown on Figure II-1. State Route 65 provides access to the Bakersfield area and to Southern California via US 99/Interstate 5. To the north, Route 65 connects with State Route 198 north of Exeter. From NW Porterville to NW Lindsay, Route 65 has been developed mostly as a two-lane expressway. South of Hermosa Street, average daily traffic (ADT) is 11,600. North of Hermosa, ADT is 11,600.[2] Since 1977, traffic at Hermosa has increased approximately 25.4%.

---

[2]: Derived from "1988 (and 1977) Traffic Volumes on California State Highways", Caltrans, 1988 (and 1987).

TABLE II-1

DISTRIBUTION OF URBAN LAND USE WITHIN THE URBAN DEVELOPMENT BOUNDARY [3]

Category		Net Acres	% of Total
Very Low Density (Rural Resid.)		59.4	4.67
Low Density Resid. (Single-Family)		412.4	32.45
Medium & High Density (Multi-Fam)		42.3	3.33
Offices		15.6	1.23
Retail Comm.		25.0	1.96
Highway Comm.		5.2	0.40
Service Comm.		34.8	2.73
Light Indust.		72.2	5.67
Heavy Indust.		39.0	3.06
Pks. & Rec.		36.0	2.83
Schools		83.1	6.53
Other public [4]		80.1	6.30
Vacant land		130.1	10.23
Vacant bldgs.		1.9	0.15
S-T Urban		1,037.1	81.75%
Streets [5]	233.2	18.25%	
Total Urban (gross acreage)		1,270.3	100.00%

NOTE: The land use map also includes approximately 1218 acres of agricultural land.

[3] Derived from City of Lindsay computer land use data and map file transposed from land use field survey conducted by Robert E. Grunwald, March 23-24, 1988.

[4] Includes semi-public, such as churches, hospital, & utility facilities.

[5] Includes only streets which serve urban development; excludes street sections on land use map which only serve agricultural land beyond the urban pattern.

The Level of Service (LOS) calculated for Route 65 at the Hermosa Street intersection has been calculated at LOS "E" by the Tulare County Department of Public Works.[6] LOS "E" indicates an operational condition of unstable flow, with less than tolerable lowered operating speeds and possible stoppages of momentary duration. This is a "worst case" condition that occurs during periods of peak hour traffic at the intersection. Traffic flow is hindered by the incompatibility of high speed passenger cars and slow moving trucks and farm equipment. The accident rate for Route 65 south of Lindsay is higher than the State average.

State Route 137 begins at the intersection of Route 65 and Tulare Road and extends west to Freeway 99 at the City of Tulare. For the 1 - 1/2 mile distance between the curve at Tulare Road and Cairns Corners, Route 137 shares the same right-of-way with Route 65. ADT in this section is about 10,800, but reaches 11,300 during the peak month of harvest season. Since 1977, traffic at Cairns Corners has increased approximately 25.0%. This is about one-half the percentage rate of increase for all state highways during the same period. The Level of Service (LOS) for this section of highway has been calculated at LOS "C" indicating an operating condition where traffic moves with a stable flow, but speeds and maneuverability are more closely controlled by higher volumes.

Arterial and Collector streets of the City, and their corresponding continuations as elements of the County Road System are shown on Figure II-2, and are listed below in Table II-2.

TABLE II-2

EXISTING ARTERIAL AND COLLECTOR STREETS

[0000 = Selected ADT]

Arterial Streets

North/South

- Road 204 (Spruce Ave) [4,000]
- Elmwood/Parkside
- Lindsay Blvd./Mt. Vernon [1,850][8]
- Mirage
- Harvard [990][9]
- Foothill

East/West

- Tulare Road [4,700][7]
- Hermosa
- Honolulu
- Lindmore [1,600]

Collector Streets

- Ash Ave.
- Westwood Ave.
- Sequoia Ave.
- Sweet Brier Ave.
- Gale Hill Ave.e.
- Homassel Ave.
- Lafayette Ave.

- Palm St.
- Hickory/Bellah/Fir St.
- Sierra View (west & east)
- Alameda (west)
- Mariposa St.
- Lewis St.
- Valencia St.

---

[6] Unpublished data abstracted from the draft of the "Tulare County Circulation Element Update", Table 5, 1985 Volume to Capacity (V/C) Ratio, Tulare County Public Works Department, March, 1989.

[7] Between Route 65 and Foothill.

[8] ADT for section south of Lindmore.

[9] ADT for section south of Lindmore.

Both the Southern Pacific and Santa Fe Railroads are branch lines that serve agricultural commodity shipping needs of the southern and central sections of the San Joaquin Valley.

SOCIOECONOMIC CONDITIONS

Existing and Projected Population

As of January, 1988, the City had an estimated population of approximately 8,160 [10]. The estimate for January, 1989 is 8,271. The historical trend and projections for the period 1975 2005 are shown on Figure II-4. Projections for the year 2005 vary from a probable "low" of 10,040 to a probable "high" of 11,820. Assuming a continuation of the trend since 1975, the "trend" projection would be 10,950, with an average annual increase of about 160 persons or 2.14%. The "low" projection represents a continuation of the City's population as a percentage of the County's. That ratio has declined from 3.17% in 1970 to 2.68% in 1988. The projection reflects an anticipated further decline in the ration to 2.25% by the year 2005.

The "high" projection would result in an average annual increase of about 230 people and 100 housing units, assuming that each household would occupy a separate housing unit. This population increase would represent a 16 year increase of nearly 45% and an average annual increase of 2.8%. In order to sustain this rate of growth, the community would either have to add basic employment or realize a continued emigration of jobless or under-employed households, or both. The "high" projection assumes that the ratio of City population to that of the County would continue at about 2.65%.

Economic Conditions

Employment and personal income within the Lindsay service area continue to be heavily influenced by agricultural and agribusiness activity, and particularly the harvesting, processing, packing and shipping of olives, citrus, and citrus juice. The potential opportunity for field labor and for fruit packing continues to draw outside labor to the area both as part of the permanent population and as part of the temporary population that migrates to other agricultural regions. This agricultural labor pool tends to keep household income at levels below that of the County, the San Joaquin Valley Region and the State. This relationship is shown below in Figure II-3.

In 1987, the City's 91 retail establishments (or outlets) had taxable retail sales of $26.5 million (food and pharmaceutical are not taxed). Among the eight cities of Tulare County, Lindsay ranked fifth in the amount of retail sales as well as fifth in the number of outlets. Annual changes have varied significantly, as shown in Figure II-5. [11] The 22% jump between 1982 and 1983 was probably the result of the opening of the Olivewood Plaza shopping center at the intersection of Hermosa Street and Highway 65.

Also shown on Table II-5 is the sales performance that is occurring by major category of retail sales. For the broad group of Convenience Goods categories, food sales are very strong while other categories are somewhat surprisingly weak considering that the convenience goods group involves the most frequent types of purchases on a regular daily to weekly basis. For the Shopping Goods group, sales are alarmingly low as a percentage of the total purchasing power of people who reside within Lindsay's primary trade area. An overall performance rating of 63% for both groups is misleading in consideration of the high performance for food and the very low performance in department store, apparel, specialties and home furnishing sales.

---

[10] "Report E-5, Annual Population Estimates for California Cities and Counties", California Department of Finance, Demographic Research Unit, May, 1988.

[11] Preliminary report, "Lindsay Market Analysis", Grunwald & Associates and John Cone, April, 1989.

The distribution of income is also an important determinant in understanding local economic conditions. In the Special Census conducted by the State Department of Finance in 1983, it was found that 37% of Lindsay's households were classified as having "very low" income (50% or less of the countywide median income), as compared to 23% for the County as a whole. Another 21% were classified as being of "low income" (50% - 80% of County median income); 15.6% were classified as "moderate" income (80% - 120%), and 26.7% were classified as "above moderate income".

Housing and Housing Occupancy

As of January, 1988, the City had a total of 2,763 housing units. Of this total, 1,894 units or 68.5% were single-family. The remaining 869 units or 31.5% were multi-family. Apartments accounted for 343 units (12.4%); multiplex structures involving 2-4 units accounted for 313 units (11.3%); and mobile homes accounted for 213 units (7.7%). While the City's overall growth rate in housing between 1980 and 1988 has been 9.7%, the number of single-family units grew by only 5%. in contrast with the rates for multiplex units (33%), mobile homes (29%) and apartments (8%). The average annual increase in housing stock since 1988 has been 38 units, with single-family accounting for only 34.2% (13 units) as compared to multi-family at 65.8% (25 units). While single-family remains the dominant housing type in the community at 68.5%, housing growth since 1980 has nearly reversed this percentage distribution between single-family and multi-family for the new housing stock. The changes and trends in housing stock that have been occurring is shown in Figure II-6.

A notable phenomenon has been the increase in the number of persons per housing unit since 1980, as compared to the overall occupancy pattern for the community as a whole. Overall, a 1988 population of 8,160 and 2,763 housing units yields a ratio of 2.95 persons per household. But for the net growth in population and housing that has occurred since 1980, the ratio has increased to 6.9 persons per household. Since few households can be expected to have seven or more members, it becomes apparent that a large proportion of people moving into the City are "doubling up" in existing single-family units in older housing areas of the community.

School Child Population

Changes in the numbers and ethnic composition of the school child population of the Lindsay Unified School District since 1980 have been significant. Overall enrollment has increased from 2224 in October, 1980, to 2,662 in October, 1988, for a percentage increase of 19.7% as compared to a percentage increase for the total population of 17.7%. For the period 1981 - 1989, the percentage of Hispanic children in grades K - 12 has increased from 57.9% of the total school child population to 68.3%. For the K-1 group in the spring of 1989, the Hispanic percentage has increased to 75.7% of the total.

LAND, WATER, AIR AND BIOLOGICAL RESOURCES

Land Resources

Land resources surrounding the urban area have been devoted almost exclusively to the production of olives and citrus, with only a minor amount of field crops and pasture. The terrain is relatively flat, with slopes falling gently to the west. The elevation of the City is approximately 375 feet above mean sea level. The foothills to the east of the City range in elevation from about 500' to 3,000' above sea level. The Sierra Nevada mountains further east reach heights above 14,000' above sea level.

The east side of the Valley floor in Tulare County is a broad plain of low relief, consisting of three large and coalescing alluvial fans and streams draining from the Sierra Nevada. Three creeks -- Cross, Cottonwood and Lewis Creeks -- are intermittent streams. Soils are permeable, fertile and generally consist of oxidized older

alluvium with underlying heavy clay subsoil and hardpan. Soils near Lindsay tend to have a high salt content to as yet undetermined depths. The best local soils can be found along the Lewis Creek drainage, and are dominated by deep and well drained soils.

Remaining soils which surround most of the Lindsay urban area are similar to those along Lewis Creek with the exception that they contain hardpan layers. These soils are of two types – Exeter loam, found north of Honolulu Street and west of Gale Hill Avenue, and Honcut loam for the remainder of the urban area. Hardpan begins about 30" below the surface of the Exeter loam at a thickness of about 13". Where the hardpan has been ripped, the soil is well suited to orchards, vineyards and cultivated field crops. The Honcut loam is very deep and well drained, with a combined depth of surface and sub-surface layers of about 82". Permeability is moderately rapid, surface runoff is slow and the hazard of erosion is slight. The good drainage of these soils makes them especially well suited to citrus groves. This soil is also well suited to urban development, having few limitations for building sites and street construction.

The foothills adjacent to the eastern City limits are of marginal stability characterized by such conditions as dip slopes and moderate fracturing. The Tulare County Seismic Safety Element of the General Plan appraises the landslide risk as moderate, rating the immediate foothills as a 3 on a scale of 1-4, with 1 being the lowest risk. Although there are no known active faults in Tulare County, the City lies about half-way between the San Andreas and Owens Valley faults which are located about 75 miles to the south and east, respectively. Of the two faults, the San Andreas poses the higher risk, with a potential for an earthquake of magnitude 8.3 or greater on the Richter scale within the next 30 to 50 years. The most significant resulting hazard would be ground shaking.

Water Resources

Until recently, the City obtained its water supply from eight ground water wells located in the western part of the City. Five of these wells were abandoned after a determination by the Tulare County Health Department in 1979 that certain aquifers exceeded the maximum nitrate standard established for drinking water of 45 ppm. A portion of this ground water supply has been replaced by the construction of two wells which draw from aquifers of acceptable water quality. Present domestic supplies meet both the Federal and State standards for primary drinking water despite high concentrations of nitrates, chlorides, electrical conductivity and total hardness. The constraints of age and water quality have reduced the ground water source to that of a secondary supply system used only to satisfy peak demands, low system pressures and during those time when surface water is not available from the Friant-Kern Canal.

Since 1982, the City's primary source of water has been surface water from the Central Valley Project (CVP) which is transported via the Friant-Kern Canal. This is Class 2 water with an uncertain availability during years of below normal runoff. The need for a more dependable supply of Class 1 water resulted in a contract between the City and the U.S. Bureau of Reclamation in 1985 for the delivery of 2,500 acre-feet of Class 1, CVP entitlement water.

Drainage within the urban area is facilitated by a system of curbs and gutters, storm drainage lines and inlets, dry wells, retention basins, a pump lift station and use of Lewis Creek for limited disposal. For purposes of management, surface water drainage is accomplished in four drainage areas – Westwood, Central, Harvard and County. Retention basins include the Mariposa St. basin north of Jefferson School (Westwood), the Sequoia Avenue basin west of the Hospital (Central), and the Harvard basin at Harvard Park (Harvard). The Tulare County drainage area is located in the northeastern part of the urban area and mostly outside of the City.

Northern and northeastern areas of the City have been designated as being flood prone by the Federal Flood Emergency Management Agency (FEMA), in the event of a 100 year intensity storm. These areas basically involve most of the lands which lay east of the Santa Fe RR and north of Honolulu Street, below the hill at the north end of Harvard Avenue. These area would be inundated with several feet of water overflowing from Lewis Creek.

Air Resources

Lindsay lies within the San Joaquin Valley Air Basin, with a climate which is semi-arid, with hot and dry summers and mild winters. Temperature inversion layers trap pollutants of ozone generated primarily from vehicle emissions, and particulate generated from farming operations, within the lower atmosphere in summer and trap fog and low temperatures within the first 2,000' of the air envelope during the winter. Summer temperatures range from daytime highs of 97 degrees F. to nighttime lows of 62 degrees F. Winter temperatures range from 52 to 34 degrees F., with occasional periods of frost which can endanger and damage maturing citrus crops. Annual rainfall average nine inches, with about 90% occurring between November and April. Prevailing winds are from the northwest except during winter and early spring when Pacific storms create wind directions from the southeast.

Air quality problems along the eastern edge of the Valley floor and in the mountains continue to increase as the area becomes more affected by intra-regional transfers of air pollutants from the Fresno area, and from other counties of the San Joaquin Valley to the northwest, and from the inter-regional transfer of pollutants from the Santa Clara Valley and San Francisco Bay Area. Both ozone and particulate concentrations exceed state and federal standards for much of the year. Adverse visibility is especially noticeable along foothill reaches of Tulare and Kern Counties. Studies completed by the California Air Resources Board conclude that air pollution in the South San Joaquin Valley is worse than any other part, that ozone concentrations have changed little over the last decade despite significant reductions in Reactive Organic Gas emissions, and that visibility continues to worsen. Tulare County is above state and national ambient air quality standards for ozone about 25% of the time during episode days, as compared to 33% for Kern County and 42% for Fresno County.[12] In 1984-86, Tulare County exceeded the Federal Standard of 0.12 ppm six days per year, as compared to 21 days for Fresno County, 29 days for Kern County and 154 days for the South Coast region of California.[12]

Biological Resources

The Lindsay urban area was originally part of a vast native grassland area interrupted by riparian growth associated with meandering streams. Today, this native grassland habitat has been replaced mostly by urbanization, with weedy introduced grasses on vacant parcels. Few if any of the original perennial grasses remain. Introduced agricultural and ornamental species of trees, shrubs, ground covers, annuals and perennials common to urban areas of the San Joaquin Valley dominate areas of vegetation. There are no rare or endangered species of plants located within the urban area.

As in the case of most of the Valley floor area of Tulare County, the Lindsay urban area is considered to lay within the larger regional habitat of the San Joaquin Kit Fox that extends between the Sierra Nevada foothills and the Coast Range. Kit Fox have been sighted foraging within orange groves west of the City in previous years.[13]

---

[12] "Presentation on San Joaquin Valley Growth and Air Quality Impacts", California Air Resources Board, April, 1988.

[13] "Biological Resources", ERME Volume 3, Tulare County Planning Department and Grunwald, Crawford & Associates, 1974.

There are no known species of rare or endangered wildlife known to inhabit the Lindsay planning area. Common species of birds within the urban area include mourning dove, sparrow, meadowlark, blackbird, robin and jay. Common species of mammals include jack rabbit, opossum, ground squirrel, field mouse and gopher.

AESTHETIC, ARCHAEOLOGICAL AND HISTORIC RESOURCES

Aesthetic Resources

While the immediate visual character of the city is defined by its predominantly flat terrain and surrounding orange and olive groves, the nearby Sierra Foothills and Mountains to the east and north provide a splendid backdrop of views which is probably unmatched by any other city in the San Joaquin Valley. The closest rivals would be Sanger and Reedley in Fresno County, and Dinuba, Exeter and Porterville in Tulare County. This comparison assumes the visual perspectives available only on clear days. Unfortunately. this visual backdrop is lost from most positions within the urban area due to the dominance of urban structures in the foreground.

The City has designated the following streets as landscaped entrance corridors: Highway 65, Tulare Road, Hermosa Street, Parkside Avenue and Lindsay Blvd. Such a corridor is defined as "...the visible land area within or outside of a street or highway right-of-way which can realistically be subjected to special aesthetic controls for land use."

Archaeological, Cultural and Historic Resources

There are no known archaeological sites within the City. However, there are several structures which are significant either because of their design or age, or both. Most notable is the Lindsay City Hall constructed in the early 1930's under the auspices of the Federal Works Project Administration.

THE NOISE ENVIRONMENT

The ambient noise levels experienced throughout the community are characteristic of an urbanized area containing a mixture of residential, commercial and industrial land uses, and the transportation facilities necessary to support them. These land uses are quiet during nighttime hours and generate moderate levels of noise during the daytime and early evening, primarily due to motor vehicles.

The measurement used in the following noise evaluations is expressed as db(A), where db refers to decibels of sound measured in the A-scale by a sound meter which corresponds closely to the way the human ear perceives sound. [14] The general noise scale shown on Figure II-7 gives the decibel readings of some common sounds for purposes of comparison of impact on the human ear.

The most dominant sources of noise within the urban area are from highway, railroad and industrial activities, and from the major truck route through the community. Noise levels from highway traffic are determined as functions of traffic volume, vehicle speed and the amount of heavy truck movement. Using the Caltrans procedure described in Footnote 14, below, noise levels along key transportation facilities in Lindsay were found to be as follows: [15]

---

[14] In Tulare County, Caltrans uses a specific measuring technique called "L_{10} Readings". These readings are based on decibel levels that are assumed to exceed 10% of the measured time. As an example, L_{10} - 70 db(A) means the noise level is most likely to be greater than 70 decibels, 10% of the measured time.

[15] "Tulare County Noise Element", Plate 1, Noise-Critical Facilities, Tulare County Planning Department, November, 1974.

- 75 db(A) along Highway 65
- 65-75db(A) along both railroads (when in operation)
- 65-75 db(A) along Spruce, Parkside, Foothill (s. of Tulare), Lindmore, Mirage (s. of Lindmore).
- 45-65 db(A) along Harvard, E. Hermosa, and Lindsay Blvd.

The Washington and Grove schools and three churches are considered to be critical facilities that are adversely impacted by railroad noise because of proximity to the railroads (within 400').

PUBLIC FACILITIES AND SERVICES (excluding water & drainage)

Liquid Waste Management

The City of Lindsay owns and operates a sewage collection and treatment system that serves the urban area. The treatment plant, located on Avenue 236 outside the City limits (se Figure I-1 on p. I-3), has a capacity of one million gallons per day (MGD) and is currently operating near capacity. The Water and Sewer Master Plan for the City estimates that for the current population, average daily flow would be about 1.12 mgd and that peak flow could reach 1.9 mgd. The plant has a limited capacity to accommodate up to 2.5 mgd for a limited time, provided that B>O>D> and suspended solids do not concurrently exceed plant capacity. In certain areas, primarily north and northeast, sewage lift stations are required because waste water flow cannot adequately be achieved by means of gravity flow.

The sewer system includes a network of gravity flow sewer lines ranging from 4" to 24" in diameter. A number of these lines are undersized and require replacement. Extensive maintenance is required because of the age of the system. An industrial sewer system currently serves only the Lindsay Olive Growers plant. It consists of 16" and 12" diameter pipe which conveys olive waste by gravity flow to evaporation ponds which are lined with polyethylene. The ponds cover 200 acres, with a capacity of 527 million gallons. This system operates at or near capacity during olive processing operations.

A second industrial sewer located in Lindmore Avenue serves only to convey processed waste water from the CCPI orange juice plant to receiving agricultural acreage where it is used for irrigation. While not operating at capacity, this system has the potential to be used by a new industry that would generate a similar waste product (one that can be used for agricultural acreage irrigation).

Solid Waste Management

Solid waste management service is presently being supplied by city personnel, however as of January 1, 1990 the City will be contracting the service out to a private disposal company. They will be converting the existing semi-automatic 90 gallon container system to a completely automatic 100 gallon container system for all residential customers. The automatic bin system will remain the same. This system has containers varying in size up to 6 yards. The City is presently delivering all refuse to the county landfill near Woodville.

Gas and Electricity; Telephone Communications

Natural gas is provided to the urban area by the Southern California Gas Company, while electricity is provided by the Southern California Edison Company. Telephone service is provided by General Telephone (GTE), with line service capacity remaining for continued urban expansion.

Police and Fire Protection

Police protection and related law enforcement service and fire protection service are provided from the combined police/fire facility of the Department of Public Safety located north of City Hall on Gale Hill Avenue. Current staff operates at a ratio of 1.75 sworn officers per 1,000 persons, with 14 sworn officers and five reserve officers. The Department operates at full capacity.

Fire protection and suppression services are provided by three full time State certified fire fighters and 10 trained volunteers. The Department operates two 750 gallon pumper engines and one rescue vehicle, and is currently operating at full capacity.

Parks and Recreation

The City has about 52 acres of land in park development. The 32 acre City Park along Elmwood Avenue north of Tulare Road includes a 9-hole Par 3 golf course, a swimming pool and a multi-purpose building (Lindsay Memorial Bldg.). Other parks are the 12 acre Harvard Park (now maintained by the Unified School District) and the eight acre Olive Bowl Park along the west side of Olive Avenue extending south of Hermosa Street. Together, these park facilities result in a ratio of 6.34 acres per 1,000 population for community level outdoor recreation use. Neighborhood recreation use is provided by the several elementary school sites throughout the community. The High School and Jr. High School also provide additional community level recreation opportunity. In combination, school and park site recreation areas and recreation programs provide a high degree of recreation opportunity that far exceeds the maximum standard that can be applied under State Law (Quimby Act) of 5.0 developed acres per 1,000 population added as a basis for the levy of park and recreation impact fees by the City.

School Service

The Lindsay Unified School District provides public school service to the community and surrounding agricultural area. Total enrollment in all grades as of Oct., 1988, was 2,662. The District operates the following facilities:

- Washington elementary
- Jefferson elementary
- Lincoln elementary (new)
- Steve Garvey Jr. High
- Lindsay High School
- Grove continuation
- District offices

With completion of the new Lincoln Elementary, classroom overcrowding in the lower grades has been eased. Lincoln can be expanded to double its classroom capacity as needed either through the use of portable classrooms or permanent facilities, depending on Lindsay's priority for state funding in relation to other impacted districts throughout the state.

Library Service

Library service is provided by the Tulare County Library System at a branch library of the facility located on Gale Hill Avenue near City Hall. The City-owned structure houses more than 25,000 volumes, and has a circulation rate in the order of 3,000 books per month.

Hospital Service

The community is served by Lindsay Hospital Medical Center located adjacent to the west side of City Park along North Sequoia Avenue. This hospital also serves the community of Strathmore and intervening and surrounding agricultural areas. The Center has 109 beds, including a new 12 bed obstetrics wing, and beds for intensive care, convalescence and medical/surgery. The occupancy rate typically runs about 50% - 60% of capacity. Services include 24 hour emergency room, eye laser surgery, respiratory therapy, a wide variety of specialized diagnostic services, pathology and medical lab, radiology, extended care, nuclear medicine, home health service and medical equipment rental.

PART III

GOALS AND MAJOR POLICIES OF THE GENERAL PLAN

GOALS FOR THE LINDSAY URBAN AREA

The Value of Goals

Goals give meaning to the short, medium and long-range directions for policy and action provided by the General Plan. Goals express the highest aims and aspirations of the community which should be reflected in the day-to-day conduct of the peoples' business. They also express what the community feels it is capable of achieving and what they are willing to work to achieve over time. As the community proceeds with the multiple tasks of Plan implementation, some projects and services reflected in the goals may have to be deferred, while others are advanced in priority, depending on realities or needs at any one point in time. While some adjustments may be required in programs and timing of Plan implementation, goals will retain their value as long as they are not adjusted to reflect any short term limitations that may exist.

Balancing the Benefits and Costs of Urbanization through Economic Development.

City government has the authority and responsibility to accommodate urban expansion at costs which are reasonable in relation to the benefits received. This principle is sound but illusive to achieve without enlarging the community's economic base. Costs resulting from urban development are both direct and indirect. Examples of direct costs include: public land acquisition, improvements and long-term maintenance of public facilities. Examples of indirect costs include: omission or postponement of needed improvements or services, an inconvenient pattern of urbanization, inefficiencies in municipal management and the disproportionate burdening of either existing or new residents with responsibility for meeting the needs generated by either group.

Goal No. 1:

Policies and proposals of the General Plan should seek to expand job-creating and revenue-generating activities, including levels of retail, commercial service and industrial expansion which are necessary to support government services required by the expanding population base in a manner consistent with the rate of population growth established by the General Plan.

Goal No. 2:

The City should seek and encourage the establishment of retail and service businesses that cater to the needs and desires of Hispanic residents of the community.

Enhancing the Quality of Life

A goal of overriding importance is a dedication to enhancing the quality of life for present and future generations of residents. The standard of living and the quality of life available will be influenced in part by public policies which reflect sensitivity to the many ways in which "environmental quality" is nurtured and achieved.

Goal No. 3:

It is a goal of the General Plan to preserve and enhance the quality of living by preventing the degradation of the natural and man-made environment, and by taking steps to off-set the effects of that degradation which already has occurred.

Goal No. 4:

Ultimate expansion of the City, as depicted by the General Plan Diagram, is to be phased to create a physical form and character which improves the ways in which the community functions and is enjoyed while avoiding the premature conversion of agricultural land to urban use.

Goal No. 5:

New development (public as well as private) is to reflect high levels of community appearance and image through development regulations which express appropriate concern for visual quality through site planning and engineering, architectural design, landscaping, use of signs, and the maintenance of public and private buildings and sites.

Equal Opportunity

Goal No. 6:

To the extent that it reasonably may be possible, policies and proposals of the General Plan should provide for equal opportunity in the availability of jobs, housing and public services needed by existing residents and people of low and moderate income who may choose to live and work in Lindsay.

Growth Management

Goal No. 7:

The City should seek to manage the rate of urban expansion at a level which does not exceed the capacity of the City to provide the necessary levels of community services and facilities required consistent with all other goals of the General Plan. Management policies and techniques should rely on indirect means rather than direct means, recognizing that flexibility is both essential and desirable if significant progress toward goal achievement is to be realized over time.

MAJOR POLICIES OF THE GENERAL PLAN

An Essential Perspective

The policy considerations presented in Parts III and IV of this document become significant because of their probable impact on the future development of the City, the extent to which community needs may be met over time and the "quality of life" afforded to local residents. At this point in the City's history, issues of varying degrees of importance influence the ability of the city to correct adverse conditions, solve problems and meet future needs. Some conditions, such as unemployment, inadequate housing, inflation and diminished importance of the local property tax as a source of revenue, are in varying degrees the products of external forces and events over which the City has little influence. Conversely, each condition must be viewed in terms of those actions which the community can take to lessen the potential for adverse impact and to capitalize on those opportunities which exist.

An important premise of this document is that while local government exists to provide a variety of services needed in the community, it cannot be expected to seize all opportunities, solve all problems or meet all needs. Consequently, special attention has been given to identifying the role of City government, either as catalyst, supporter, coordinator or responsible party for community action programs. The private sector of the economy and a variety of community organizations have responsible roles to play which in some cases may prove to be paramount. A second premise is that problems and needs are not likely to disappear, nor can the community afford to ignore them simply because they may be difficult to solve, controversial or require substantial commitment to effectively deal with them.

In summary, the policy considerations presented in this document have been framed in recognition of the following factors which condition their meaning:

1. That policies are worthy of achievement over time regardless of factors which might act as obstacles under current conditions.
2. That policies must reflect the larger community of interests of the City. The interests of all residents are served best by cooperative participation toward realizing positive achievements.
3. That policies will require periodic reevaluation to determine needed adjustments brought on by economic, social and technological change.
4. That policies need to reflect varying degrees of responsibility for their implementation among institutions of local government and private enterprise.

Population Growth and Housing Occupancy

With a January 1, 1988 population of approximately 8,160, Lindsay has experienced a modest population growth since 1980. The total amount of population increase during this eight year period was about 1,220, which translates to an annual average percentage increase of 2.20%. During this same period, however, the number of people per household for the community as a whole has increased from 2.95 persons/hh to 3.22 persons/hh. In order for the number of persons/hh for the entire community to rise so rapidly, there had to be a significant doubling-up of newly arriving households. For the period 1980-1988, the total number of added households was only about 169. Thus, **for the new population added, average household size was about 6.9 persons per household.!**

The significance of this "doubling-up" of households within the same dwelling is potentially far-reaching when viewed against a variety of factors, including: calculating the increase in school child generation; applying various types of development-impact fees; comparing demographic and economic characteristics of households with other communities; determining markets; calculating water and sewer demand; applying standards for off-street parking for apartments and single-family residences; and enforcing standards of housing occupancy.

There is every reason to believe that multiple household occupancies are occurring more within older housing units rather than within the newer ones. For the sake of illustration, if only half of the new housing units added during 1980-1988 were occupied at the typical rate in other communities of 2.5 persons/hh, then the other half of the new units could have as many as 10-12 persons or even more. And if all of the new units added were occupied at 2.5 persons/hh, then as many as 100 existing older homes could be affected by multiple occupancies.

Three of the most significant negative impacts of multiple housing occupancies concern personal well-being, neighborhood aesthetics and municipal economics. Exceptionally large household size means that conditions of overcrowding will prevail, with all of the attendant adversities that can arise from such conditions,

including unhealthy and unsafe physical conditions, accumulated outdoor storage of belongings, excessive auto parking (including illegal parking in yard areas) and gradual diminishment of overall housing quality and quality of the neighborhood.

As to impact on the City treasury, it must be noted that most of the financial subventions received by cities from the State are based on population. Thus, if the head count is low during the Decennial Census, the City will be shorted when the State checks are delivered. There is even the possibility that the City is now being shorted if multiple household occupancies are not being considered in annual estimates of population increase prepared by the State Department of Finance.

The major policy issues suggested by this discussion concern the extent to which the City is willing to enforce its housing and zoning codes. There clearly is a dilemma of some proportions involved which needs careful consideration before corrective action is implemented. Continued increases in multiple occupancies can be expected as a practical solution to the high costs of housing for some families. Continued increases will also change the physical appearance and even valuations of single-family units, entire blocks and even neighborhoods by introducing multi-family impacts where only single-family impacts were anticipated when the area was first developed.

For the "extended family", where parents or grandparents may live with their children, such limited multiple occupancy is to be encouraged because it may be the only way in which aged members of a family may be able to obtain decent, safe and sanitary housing. The major problem comes with overcrowding due to the doubling up of unrelated households, or of households of the same generation (e.g., brothers, sisters, cousins, etc.).

Multiple housing occupancy tends to be most dominant among Hispanic households. According to studies completed by the State Department of Housing and Community Development, Spanish origin households tend to be much larger than other households in California. In 1980, only 1/3 consisted of one or two person households, which is far below the statewide experience of 56.7%. Nearly as many (29.7%) were five-or-more-person households, 16.6% included six-or-more-persons, and nine percent had seven-or-more-persons. More than 1/4 of Hispanic origin households lived in overcrowded conditions in 1980, a majority of those were reported to live in severely overcrowded conditions, with a rate for renters almost double that of owners. [16]

In this report, the Department concluded that:

> "the housing problems of the Spanish origin are primarily those of large, low income households competing for adequate units to meet their needs. Larger units tend to cost more, especially very large rental units. Overwhelmingly families ...with children...frequently are unable to find large enough units to accommodate them without high levels of overcrowding. This is true even when they often pay high percentages of income for housing, especially renters, and even though they tend to occupy lower cost housing." [17]

Recommended Development Policy: [Note: All policy recommendations in this document are numbered consecutively, regardless of subject matter]

1. **As a first step in addressing multiple household occupancy, the City will better identify and quantify the extent to which the problem already exists.**

---

[16] "California Statewide Housing Plan, Phase 1", State Department of Housing and Community Development, August, 1987.
[17] Ibid, p.95

2. The City should take specific steps which will prevent further expansion of as well as reduce the number of housing units which accommodate more than a single household (with the exception of the 'extended family'). The identification of appropriate steps should be made a matter of careful public discussion. Steps which are recommended below are offered preliminarily for discussion.

3. The City should enforce its Housing Code which provides the standards necessary to attain decent, safe and sanitary housing, housing occupancy and related considerations not covered by the Building or Zoning Codes. Regulations and procedures should be included which take into account the policy recommendations which follow.

Once multiple household occupancy has been established, it is extremely difficult to gain a reduction, regardless of whether the unit is owner or renter occupied. When measured against the problems faced by families when they are forced to pay extremely high percentages of their income for housing, or when the type of housing they can otherwise afford may be unsafe and unsanitary, government regulation to reduce such overcrowding can be cast as in-humane.

4. As an alternative to taking steps to reduce multiple household occupancies (other than extended families), the City should organize and conduct a series of sub-neighborhood meetings involving the occupants of 40-50 units or 3-4 blocks of facing units at a time. The purposes of these meetings would be to discuss the specific physical conditions of the neighborhood which must be eliminated if occupancy reduction is to be avoided. Each meeting would highlight specific conditions that persist, such as illegal parking on lawns, parking of disabled vehicles, need for fix-up and paint-up action, proper landscape maintenance and fencing of outdoor storage.

5. Failure to achieve substantial progress to correct physical conditions over a reasonable period of time for each of the corrections and improvements required would be deemed evidence of non-compliance with City policy, creating the basis for formal action to reduce occupancy under provisions of the City Housing, Building and Zoning Codes, as appropriate.

Reduction in Residential Acreage Designated by the General Plan Outside of the City Limits

A major weakness of the 1980 version of the General Plan was its overly generous designation of Low, Medium and High Density development outside of the existing City Limits. As shown in Table III-1, there is enough land to provide for another 9,000 dwelling units and a population increase of nearly 21,000. Given the City's current city + urban fringe population of approximately 8,980 and a continuation of the annual average growth rate of 2.20%, it would take more than 50 years to reach a population of almost 30,000. [Note: The Page tract and other residential areas close to the City house about 820 people.] Even allowing "for choice" of as much as 25% more acreage than needed for Low Density, the population holding capacity of the Plan (outside of existing City Limits) would still provide for another 16,400 people and a total population of about 25,600. In order to reach this level of population increase, it would take an annual average growth rate in the order of 5.5% for about 20 years. These estimates do not even consider the amount of vacant residential land within the City.

When the potential for Multi-Family under the 1980 General Plan is compared to Single-Family (and assuming no increase in multiple household occupancies), Multi-Family would account for only 18% of total households added. This suggests that an imbalance would exist between these housing types, with available and developable Multi-Family acreage being only 60%-70% of what it should be.

TABLE III-1

POPULATION HOLDING CAPACITY WITHIN THE EXISTING URBAN AREA BOUNDARIES OUTSIDE CITY LIMITS

GP Land Use Designation	Gross Acres	Developable Acres (1)	Housing Units (2)	Population (3) Hold. Capacity
Low Density	1,510	1,130	6,780	16,950
Medium Den.	115	100	1,400	2,520
High Density	42	36	792	1,190

(1) @ 75% of gross acres for Single-Family, 85% for Multi-Family.
(2) @ 6 S-F units/net acre, 14 units/acre of Medium Density, and 22 units/acre of High Density.
(3) @ 2.5 persons/household for Low Density, 1.8 for Medium Density 1.5 for High Density.

Recommended Development Policy:

6. The amount of land designated for residential use should be reduced to more closely coincide with a more realistic projection of population growth to the year 2010. A population increase to about 18,000 for this period would require a sustained annual average growth rate of slightly more than 5.0%, and would require a substantial increase in the availability of jobs locally and within the sub-region extending from Porterville to Exeter and west to Visalia and Tulare.

A 4% rate of growth is sufficiently high as to provide an adequate amount of land for choice in consideration of the variety of factors that can keep land off of the market for urban use. Such factors include unwillingness to sell in favor of continued agricultural use, landowner speculation on land price, incompatible land use in the surrounding area and excessive cost of off-site improvements.

7. The amount of land designated for Multi-Family should seek to achieve and maintain a percentage ratio of Multi-Family to Single-Family which is not greater than 30/70, or 30% of total housing stock.

Annexation Within the Urban Development Boundary - A 10 Year Perspective

The City's Urban Development Boundary (UDB) in relation to the City Limits and the larger Urban Area Boundary is shown on Figure I-1 on p.I-3. This boundary serves to indicate the unincorporated areas which the City/County/LAFCO feels bears a relationship to the City's planning program. The practical effect of the UDB is to identify areas outside of the boundary where urban development proposals will not be accepted and approved by either the City or the County. Within the UDB, development proposals can be accepted and approved only in accordance with policies of the General Plan.

A strip of land about 1/4 mile wide is shown on Figure I-1 along the west side of Route 65. This boundary should be changed by the County to more closely echo the Highway Commercial clusters now proposed by the General Plan along the west side of Route 65. These clusters replace the previous 1/4 mile wide strip of commercial shown on the 1980 General Plan Diagram.

8. Assuming that the Urban Development Boundary is adjusted as necessary to meet future needs, the City should develop a comprehensive program, with the cooperation of the Local Agency Formation Commission (LAFCO), to annex lands to meet the need for outward expansion over the next 10 years.

Under current LAFCO policy and State Law, each area of proposed development (e.g., a new subdivision or highway commercial complex) must be justified to LAFCO through the annexation process as being needed for urban expansion, with assurance that necessary public services can be made available without financial strain to the City. This approach encourages fragmentation of the decision process, with every annexation request considered as a separate matter, and requiring a separate Environmental Impact Report and plan of services. This approach also results in an excessive commitment of time and costs by all parties to the process.

The City's revised General Plan establishes the basis for expanding the urban pattern. By its policies, proposals and standards of development, the General Plan identifies what lands are needed for urbanization to meet the medium-range and long-range needs of the community over the next 10-20 years. And, by its policies on phasing of development, the General Plan removes questions on whether, and when, needed public services will be available. Even where uncertainty may remain, annexation can be permitted as long as the City requires that development will not take place until off-site improvements are assured.

While a comprehensive annexation program will involve substantial agricultural acreage (mostly orange groves), there is no impediment presented either to the City or property owner under current property tax law since none of the acreage proposed for urbanization is under an agricultural preserve contract with the County. The agricultural landowner would not pay any more taxes with annexation than would be the case if the property remained unincorporated, but the owner would receive higher levels of police service than can now be provided by the County Sheriff's Office. The City also will inherit responsibility for road maintenance. However, the segments of the County road system involved are in reasonably good shape for continued service to agricultural, so that urban levels of improvement would not be required until conversion to urban use occurs. It should be noted that there is no immediate assumption of responsibility required by the City to undertake the costs of road reconstruction and repair.

Important benefits would also accrue to the City and the landowner. The City would gain greater State subvention monies to the extent that additional population is added by annexation, and it would be in a position to negotiate for a greater percentage of property tax if development were to occur after annexation. The City would benefit from a single consistent approach to development regulation, it would be better able to determine its own destiny without the delays often associated with the annexation and environmental review process. This latter benefit is extremely important to attracting industrial development.

Property owners would further benefit from the assurance that their land eventually would be capable of urban development under the General Plan. Upon annexation, lands which are expected to be needed for development within 5-10 years would be zoned consistent with the General Plan land use designation. Lands that would not be needed for more than 10 years would be designated and zoned as Urban Reserve. These designations would be related to a single plan of service which would give priority to short-term needs for converting agricultural land. Property owners would also have available the option of an agreement with the City upon annexation to protect the right to eventual development under the General Plan through the mechanism of a "Development agreement".. Such an agreement would also assure the City of certain actions and commitments required by the landowner as a condition of a future entitlement to eventual development.

Benefits to the County would include having less responsibility for fire and police protection and road maintenance, and by avoiding administrative costs associated with the development regulation process involving lands that are not annexable for lack of contiguity with City limits at the time when development is proposed under the General Plan (e.g., engineering, planning, environmental review, zoning, building inspection).

If adopted and pursued as described above, Policy No. 8 will implement the principle that **"what is urban should be municipal"**, announcing to all parties interested in developing in Lindsay that the administrative and policy framework for accommodating new development of the right type, at the right location and at the right time, is in place. This principal is implied in policies of the Urban Boundaries Element of the County General Plan.

Development Phasing and the Comprehensive Annexation Plan

Policies on development phasing are needed in support of the annexation program covered by Policy No. 8, above.

9. **Further urbanization under the General Plan shall be phased in consideration of the policy of avoiding fragmentation of the urban pattern. This should include concentration on the "in-filling" of vacant lands which have been by-passed by the urban development process, and the application of reasonable limits on the time when lands at the urban fringe are allowed to develop.**

10. **The City should prepare and adopt a Comprehensive Annexation Plan (CAP) as the primary means of implementing its overall policy on annexation of lands within the Urban Development Boundary, and which addresses the major criteria and requirements of law that must be evaluated by the Tulare County LAFCO before it can approve an annexation proposal. Core factors which LAFCO must consider, involve the following:**

    a. **The likelihood of significant growth and its effect on other incorporated and unincorporated territory during the next 10 years.**

    b. **The costs and capability of providing adequate public facilities and the levels of governmental service required.**

    c. **The effects on adjacent areas, on mutual social and economic interests, and on the local governmental structure of the County.**

    d. **Conformity with LAFCO policies which seek efficient patterns of urban development, including encouraging the guiding of urbanization away from existing prime agricultural lands and encouraging development of existing vacant or non-prime lands within the Urban Area Boundaries before allowing development outside of those boundaries.**

    e. **Maintaining the physical and economic integrity of agricultural lands.**

A Comprehensive Annexation Plan (CAP) is a statement and analysis of the City's growth plans, focusing in particular on the timing of growth and annexations needed to support that growth in light of all other appropriate considerations. The CAP has the purpose of providing LAFCO with a complete context for evaluating the likelihood of significant growth. Within this context, LAFCO can compare any proposed annexation to projected demand for growth and an appraisal of whether the existing supply of vacant land in the City can be expected realistically to develop first. The CAP should be prepared in sufficient detail to explain the City's intentions, demonstrate that annexations are needed in light of growth potential and lack of development activity on other lands, and that additional annexations will not significantly inhibit the timely development of existing vacant lands in the City. The CAP would include a Master EIR, to minimize the need for separate EIR's for later annexations proposed in accordance with the CAP and its EIR. LAFCO

would be requested to adopt the entire CAP, enabling it to "sign off" on later proposals for annexation as they develop. The CAP would save considerable money and time compared to the current process of separate annexation proposals and LAFCO reviews. However, the costs of preparing the CAP can and should be shared by property owners seeking annexation.

Revitalization

Where impediments to in-fill exist of a type which the City can act directly to correct, such as the need for street and utility improvements, housing rehabilitation or relocation and incompatible land use patterns, revitalization becomes an essential tool to improve the potential for expanded private investment.

11. The City needs to expand its involvement in the revitalization of under-utilized lands, and especially those lands in close proximity to the Central Business District, and where patterns of mixed incompatible land use are prevalent.

PART IV

COMMUNITY DEVELOPMENT ELEMENT

INTRODUCTION

The Community Development combines the Land Use, Circulation and Housing Elements into a single Element.

SECTION A - LAND USE

INTRODUCTION

The following text, when taken together with the General Plan Diagram, sets forth the body of policies and proposals which are to provide the basis for the zoning and development of all public and private land within the community. Land use categories included in the text and on the Diagram are described under the proposals of the Land Use Element.

LANDS DESIGNATED AS RESERVES

Land which are expected to be withheld from development over the next 10-12 years are designated on the General Plan Diagram as "- Reserve". This means that sufficient acreage is now or will be available within the City limits for all major categories of land use (residential-commercial-industrial) to meet the needs of the community, in consideration of a variety of factors which will affect availability. These factors are listed below, and become criteria for reevaluating the reserve status of various acreage at least every five years to be sure that the Plan does not encourage monopoly in the land market. Not all of the criteria need be present to justify the conversion of status from "reserve" to that of being eligible for development. Each case will require judgment on the merits, and the criteria to be applied are as follows:

1. Reasonable availability and capability of providing water, sewer and drainage.

2. Existing patterns of incompatible mixed land use at or near land designated for development to 1990 which discourage development at those locations.

3. Unavailability of land at other locations because of unwillingness to sell or to sell at a reasonable price.

4. A substantial upward change in the prospects for population and economic growth.

All areas which are not designated "reserve" are eligible for consideration for development at any time during the period 1990-2000.

POPULATION HOLDING CAPACITY

Residential lands which are not designated for "reserve" status are to be given priority for development to the year 2000. This includes considerable acreage already within the City limits, and acreage close-in or already a part of the extended urban pattern. This non-reserve acreage could accommodate another 5,000 people, or about 14,000. The population holding capacity of residential areas to the year 2010 as depicted on the General Plan Diagram is in the range of approximately 16,400 to 18,240, as shown in Table IV-1 and described thereafter.

TABLE IV-1

POPULATION HOLDING CAPACITY

	10 Years		20 Years (Reserve)		Total
	Acres	Pop.+	Acres	Pop.+	Pop. Added
VLD - Very Low Density	102	170	57	90	260
LD - Low Density	259	3,030	294	3,340	6,370
MD - Medium Density	71	1,450	47	1,180	2,630
Sub-Totals	432	4,650	398	4,610	9,260
+ Existing Population (City + 272 units and 816 people in immediate urban fringe)					8,980
Population, 2010					18,240

The population holding capacity of the General Plan includes about 20% of the total acreage being available for choice, and as a relief valve in the event that population and economic development increase at a more rapid pace than now anticipated. With the "practical" holding capacity therefore being 20% less than shown above, the total population added would be about 7,410, and the total population would rise to about 16,400. Over a 20 year period, this would still require an average annual population increase of 5.0% per year, which is more than double the rate from 1980 to 1988 of about 2.2%.

RESIDENTIAL LAND USE POLICIES AND PROPOSALS

Density Standards

The General Plan provides four basic categories of residential density as shown below:

Density Category	Number of Housing Units per Net Acre
Very-Low	0.2 - 1
Low	1 - 8
Medium	9 - 17
High	18 - 22

Within the Medium Density Category, several more specific designations are proposed in order to provide flexibility on the number of housing units that are to be allowed for various types of housing units under the Zoning Ordinance. These subcategories include density limitations for mobile home parks, apartments and small lots for single-family detached homes and zero lot line housing. As long as the specific designation

falls within the broader density range shown above, consistency in General Plan policy is maintained. The specific subcategories to be utilized are listed below:

- MD-PD-2.5 2,500 sq. ft. of site area/housing unit.
- MD-PD-3.0 , 3,000 sq. ft. of site area/housing unit
- MD-PD-MH8 , 8 Mobile Homes per Net Acre

The above designations have the following meanings: MD = Medium Density; PD = Planned Development; MH = mobile homes. The 2,500 sq. ft. limitation allowing up to 17 units/net acre is intended for application only where a PD is of exceptionally good design and amenity. A separate MH designation is required since mobile home park development typically cannot accommodate more than eight (8) units per net acre and still meet other requirements of site development including landscaping, recreation open-space, common utility area and off-street parking.

Very Low Density (VLD) is intended to accommodate housing at a range of 0.2 to 1.0 housing units per net acre, or lots ranging from one to five acres in area. Areas designated for VLD are at the north-central, northeast and southeast parts of the planning area. These areas either are or are close to areas which are partially developed to VLD standards. It is logical to concentrate in such areas where they will not interfere with the logical expansion of Low Density development.

Low Density (LD) is intended to accommodate housing at up to seven (7) units per net acre, except where single-family lots as small as 5,000 square feet may be created under the Planned Unit Development (PUD) process. Typically, LD developments will involve single-family detached housing on lots having a minimum area of 7,000 sq. ft. However, larger lots up to a half-acre are also encouraged. Where a developer may wish to further limit density, the City can apply one or more subcategories of density similar to that described above for Medium Density. For example, the General Plan could be amended to provide a subcategory of LD-10.0 (10,000 sq. ft. of site area/housing unit).

The 5,000 sq. ft. limitation is intended to permit single-family development on lots smaller than the minimum single-family lot size of 7,000 sq. ft. required by the Zoning Ordinance. This subcategory is intended for zero lot line and smaller homes designed for the small lot as a means to encourage affordable purchase housing as an alternative to dependence on apartment development for households of low-moderate income.

The existing concentration of family trucking firms which operate in conjunction with single-family residences south of Tulare Road to properties along the south side of Fresno Street, west of Westwood Avenue is recognized as a condition requiring special policy and zoning treatment apart from policies affecting other Low Density areas. Within this area, Conditional Use Permit applications will be accepted for consideration of establishing new family trucking firms, or of expanding existing firms. Each application is to be judged on its own merits in consideration of the number of trucks proposed, location of truck parking and other factors appropriate to a given application.

Zoning Compatibility for VLD and LD Designations is provided by the R-A, R-1-7 and R-1-5 zoning districts, respectively. The PUD process is available for application in LD areas as a means to achieve innovation in overall design, including a mixture of dwelling types. However, an important policy limitation of the PD procedure in LD areas is that density bonuses cannot be granted except as may be required under Government Code Section 65915 where certain percentages of total housing meets the criteria for "affordable" housing as defined by law.

Other than bonuses mandated by the Government Code, PD bonuses are limited to Medium Density areas. This is necessary in order to protect the integrity of areas already developed in Low Density that are adjacent or in close proximity to proposed new subdivisions in undeveloped LD areas. An example of incompatibility that can result is increased traffic generated by a density bonus project that depends on its access from streets serving established single-family housing on conventional lot sizes of 7,000 sq. ft. or more.

Medium Density (MD) is intended to accommodate housing at a range of 9-17 units per net acre. This density provides for a wide variety of housing types, including zero lot line, duplexes, half-plexes, triplexes, 4-plexes, patio homes on lots with reduced front yard setbacks, garden apartments, condominiums, townhouses, mobile homes in mobile home parks and manufactured housing on permanent foundations on separate lots.

MD areas shown on the General Plan Diagram are mostly located in the northwest, southeast, and southwest quadrants of the community. In calculating population holding capacity for undeveloped MD acreage as shown in Table IV-1, an average of 12 units per net acre was applied in recognition of the variety of housing types and subcategories of density that are possible. The number of expected MD housing units by the year 2010 is expected to represent nearly 30% of total housing added to the community. In the northwest area, MD is located north of Tulare Street and west of Ash Street, and south of Tulare along the extended alignment of Ash Street to Mariposa Street.

In the southwest area, MD is located south of Hermosa in the immediate vicinity of existing apartments along South Westwood, and south of the existing mobile home park between Van Ness and Eastwood Avenues; in the southeast area, MD is shown along the east side of the Santa Fe Railroad both north and south of Valencia Street, and along the west side of the Santa Fe RR north of Valencia. The latter area is mostly developed in older single-family units, requiring redevelopment to achieve the MD proposed. A number of units in this area are substandard, with substandard access.

In the northeast area, some limited MD acreage is shown along the south side of Tulare between Cambridge and Denver Court, because of the deep lots in this area which are not suitable for single-family use. In the area bounded by Tulare Road on the north, Frazier Street on the south, the north/south alley between Elmwood and Mirage Avenues on the east and the S.P. Railroad on the west, Medium Density is to be limited to a maximum of three housing units per existing parcel now developed in older single-family use.

Zoning consistency with General Plan designations of Medium Density will be achieved by the RM-3 and mobile home park development standards of the City's new Zoning Ordinance. Consistency between subcategories of MD density and the Zoning Ordinance is achieved through application of the PUD process, where the site area/housing unit limitations set by the General Plan prevail as the development standard required in processing a PUD application.

High Density (HD) has been coupled with an Office designation [Office-High Density] to accommodate housing in the range of 18-22 units per net acre. This density range is reserved exclusively for lands in the vicinity of the Central Business District (CBD). The intent is to encourage multi-family development within walking distance of downtown through the private redevelopment of old single-family structures which have out lived their practical utility. Because of the sound physical condition of most older single-family structures close to the CBD, no significant replacement or conversion of structures is anticipated, and therefore no measurable increase in population can be expected.

Zoning consistency with the High Density designation of the General Plan will be achieved by the PO - HD zoning district which will permit residential use at 2,000 sq. ft. of site area /housing unit. A typical 50' x 150' lot of 7,500 sq. ft. would be permitted to redevelop with four (4) units. However, a special High Density category not shown on the General Plan Diagram is intended for application to above ground floors of

commercial structures within the Central Business District. While the maximum number of housing units is intended to be the same as that established by the PO - HD zoning district, no other regulations will apply except those specified for the Central Commercial zoning district.

Residential Reserves are shown for both the Low Density and Medium Density categories. These designations are intended to indicate lands that generally are not intended for development until after the year 2000 in order to maintain an orderly pattern of residential expansion and an approximate 70% - 30% ratio between Single-Family and Multi-Family development. Most lands designated residential Reserve are currently in agricultural use. **While it is the intent of the General Plan to encourage the development of non-Reserve status lands in priority over those shown as residential Reserves, this policy is not intended to be absolute as a controlling factor in guiding the residential development process. The elimination of a "Reserve" designation can be accomplished through General Plan amendment, in keeping with the criteria described previously in this section.**

Criteria which may indicate the need to eliminate Reserve status include all of the factors previously described that may affect the unavailability of non-reserve status land (owner decision, speculation, excessive price, estate or trust limitations, or excessive cost of extending or providing water, sewer and drainage utilities or extending city streets). Other criteria may involve major increases in housing demand brought about through significant new local employment, and concomitant desire by the City to at least temporarily increase the rate of annual growth envisioned by the General Plan. **Where unavailability of non-reserve status land is claimed, the burden of proof rests with the land owner and/or developer to make the case in support of General Plan amendment, including certified evidence where appropriate as determined by the City Council.**

Development Policies and Standards for Medium and High Density Areas

All residential development of land shown for Medium or Office - High Density on the General Plan Diagram, shall be developed in accordance with the following development policies and standards:

1. Residential use shall be reviewed under Planned Unit Development procedures of the Zoning Ordinance for multi-family projects involving 10 or more housing units if a PD designation is included on the General Plan Diagram.

2. The extent and rate at which multi-family development is allowed to occur during a given year shall be governed by realistic demands in the housing market, established by competent housing market analysis. Unsubstantiated market potential for multi-family proposals shall be grounds for project disapproval, even though multi-family use is called for by proposals depicted on the General Plan Diagram or as described in the General Plan text.

3. Multi-family projects involving 20 or more housing units shall include a minimum of 20% of net site area developed as landscaped and active play open space, including front, side and rear yard areas required by the Zoning Ordinance. A minimum of 10% of net site area, excluding required yard areas, shall be developed for the common recreation use of tenants.

   Such common recreation areas shall include, as a minimum, the following areas and facilities:

   a. One 20' x 20' play space for young children for each increment of 50 units or less [excluding one bedroom units and units intended solely for the elderly], to include a confined sand base, safe creative play equipment, and security fencing where appropriate as determined by the City.

b. An area or areas aggregating at least 5,000 sq. ft. for passive recreation (e.g., lounging, sun bathing, barbecuing, quiet conversation, reading), and including areas to be shaded by trees and/or structures.

4. Multi-family projects involving less than 20 housing units shall include a minimum of 10% of net site area developed as landscaped and active play open space, excluding required yard areas, for the recreation use of tenants.

5. For multi-family projects where a partial waiver is requested by the applicant for all or part of the recreation impact fees required by City ordinance, all of the following areas and facilities shall be provided on a minimum of one acre of aggregate site area:

   a. Recreational open space for either passive or active recreation use, including at least one-half acre of automatically irrigated lawn area.

   b. Court areas involving any combination of area for tennis, badminton, volleyball, shuffleboard or similar hard-surfaced areas designed and intended exclusively for court games.

   c. Recreational swimming areas devoted primarily to swimming and wading, including lap pools and training pools, and further including adjacent lawn area, decks, cabanas or similar facilities, at a standard of 800 sq. ft. of water surface area per pool and 1,600 sq. ft. of land surface area for related facilities, for each 40 housing units.

   d. In-door buildings and facilities, including meeting rooms, exercise rooms and dining rooms, for the recreation needs of project residents.

6. Multi-family projects shall be approved for a time certain as established by the City Council. Generally, the time period shall be one year from the time of approval by the City Council. Written requests for time extensions may be considered and approved only if evidence is provided satisfactory to the City setting forth circumstances beyond the control of the applicant that warrant approval of the extension.

7. Where multi-story housing units are proposed adjacent to existing or planned Low Density areas, building elevations and the location of windows, balconies and air conditioning units above the first story shall be reviewed by the City to assure visual compatibility and residential privacy.

8. Housing for senior citizens shall provide a minimum of one off-street parking space per housing unit; provided, however, that adequate site area shall be provided to permit an eventual ratio of 1.5 off-street parking spaces per housing unit if the development is ever converted in whole or in part to rentals or condominiums which no longer are intended for occupancy by senior citizens.

9. Notwithstanding the provisions of Item 8, above, all multi-family housing projects shall provide off-street parking for visitors at locations reasonably central to the units to be served at the rate of one space for each four (4) units. On-street parking spaces may be substituted for off-street visitor parking at the ratio of one space for each eight (8) units.

10. At least one-half of all off-street parking spaces in multi-family areas shall be covered by a garage or carport.

11. Site development and maintenance shall be in accordance with a comprehensive landscape development plan, including automatic irrigation.

COMMERCIAL LAND USE POLICIES AND PROPOSALS

Community Commercial Areas

The Central Business District (CBD):

The CBD remains as the largest Community Commercial center with a combination of retail commercial, business and financial services, dining and entertainment, and government offices. The CBD encompasses an area bounded generally by properties along the north side of Hermosa Street on the north, Apia Street on the south, Gale Hill Avenue on the east and the Southern Pacific Railroad on the west.

Major features proposed for the CBD include the following:

1. Development of Elmwood and Mirage Avenues, and Honolulu Street as central landscaped corridors with 45 degree angle parking, mid-block crosswalks, pedestrian treatment for mid-block alleys, street furniture and renovation of building facades that can be seen from streets and alleys.

2. Complementary angled parking and landscaping for other streets within the CBD.

3. Additional off-street parking to satisfy the need for all-day static parking of owners, managers and employees of downtown businesses and public service activities, in order to release additional on-street spaces close to businesses for customers.

4. Encouragement of second floor residential use as a means to assist in achieving financial feasibility of ground floor commercial development of parcels.

5. Extensive application of murals on large wall surfaces, depicting historic events and characteristics of the community.

6. Adoption and progressive implementation of a Redevelopment Plan to encompass the entire CBD and residential and other commercial areas within the broader area bounded generally by Frazier Street on the north, Lindmore on the south, Olive Avenue on the west and the S.P. Railroad on the east.

7. Gradually replace illegal signs.

8. Establish minimum standards of property maintenance to improve visual character and protect investments in property improvement.

9. Establish an historic district for the identification, rehabilitation and maintenance of historic structures and uses.

Achieving these features will require more specific planning for the CBD.

Outlying Shopping Centers:

The existing Olivewood Community Commercial shopping center at the southeast corner of Hermosa and Highway 65 would be maintained. A Regional Commercial "Factory Outlet" shopping center is envisioned as an alternative to Light Industrial land use at the northeast corner of Highway 65 and Lindmore.

The stores in an outlet center typically are owned/leased directly by the manufacturer, and handle discontinued merchandise, so-called "seconds" and goods offered to test regional markets. The economic factors which determine location for these centers is almost opposite those factors which determine the feasibility of a typical regional retail shopping center. While a large area population is still required, a location within a metropolitan area is too close to major national chain department stores that would otherwise carry the brands to be found in a "factory outlet" center. A location 30+ miles is preferred, and a greater distance is okay if the population concentrations are adequate. In the case of Lindsay, its distance roughly half-way from Bakersfield and Fresno within the center of an area populated by about one million, including convenient location with respect to Tulare/Kings County population centers, suggests that Lindsay may be a feasible location.

Specialized Mixed Use Hispanic Commercial/Cultural Center:

A commercial and cultural center catering to the regional Hispanic population is proposed (under redevelopment) for the area bounded generally by Frazier, Apia, Mt. Vernon and Olive Avenue. This area is designated for mixed use, reflecting that some of the existing buildings are of sufficient size and structural adequacy to permit continued or new service commercial use. This area of about 18 acres would be redeveloped, with relocation housing proposed in apartments to be constructed in the proposed Medium Density redevelopment area along Valencia immediately southeast of downtown. The new Center would provide a full variety of stores, shops, restaurants, and entertainment facilities designed around a central square, complete with bandstand and landscaped areas reminiscent of town squares in older cities of Mexico. The sale of products of cottage industries would be encouraged. The Center would cater to the Hispanic population of the entire South San Joaquin Valley. Thus, it could develop more rapidly than would be possible within the existing downtown, but would be a catalyst for complementary renewal and expansion of the Central Business District. There presently is no such center in any of the Valley cities.

Neighborhood Commercial

Neighborhood Commercial is intended primarily for convenience goods sales close to residential neighborhoods, including food, liquor and pharmaceuticals, and personal services such as barber shop and beauty salon. The CBD and Olivewood shopping centers described above also serve as Neighborhood centers for the adjacent neighborhoods. Other existing small Neighborhood centers along Tulare (at Elmwood and Harvard), along Harvard (north of Tulare and at Honolulu) would be retained with modest expansion to be encouraged.

Offices

Business and professional offices would be accommodated at a variety of locations within combination Office-High Density areas in close proximity to the Central Business District, along north of Hermosa, along the east side of Gale Hill Road and in the area south of the CBD bounded by Apia, Valencia, Foster and the alley between Elmwood and Sweetbrier. Office use and High Density can easily be made to be compatible through proper site planning and landscaping, because of similar characteristics of traffic generation, building design, signage, landscaping and intensity of use.

Mixed Use

The designation of "Mixed Use" (MX) has been provided at a few locations to indicate the potential for greater flexibility in the selection of new uses (which would not otherwise be allowed) through the Conditional Use Permit (CUP) procedures of the Zoning Ordinance. In addition to the Hispanic Commercial/Cultural center west of the S.P. Railroad, other Mixed Use areas include various properties along both sides of South Mirage, between Valencia and Lindmore because of the mixture of different classes

of commercial (and some industrial) that already exists, making it difficult to identify a single commercial category as being most appropriate for the area. It is to be understood that in the area along South Mirage, any combination of Highway Commercial and Light Industrial may be considered within this area under CUP procedures of the Zoning Ordinance, with Service Commercial as the base zoning district. The Mixed Use shown west of Mt. Vernon is intended for any combination of Central Commercial and Service Commercial use, with Central Commercial as the base zoning district. Mixed Use will also be used for the area north of Lindsay Olive (north side of Tulare, west of the S.P. Railroad) and the area at the northeast intersection of Lindmore and Highway 65.

MX has been designated for property at the northeast quadrant of the Highway 65/Lindmore intersection in order to accommodate a Factory Outlet shopping center, with Highway Commercial and Light Industrial as options (or in combination) if a Factory Outlet center does not materialize. Central Commercial is to be the base zoning district, however no retail other than a Factory Outlet Center is to be considered (except as may be allowed within Highway Commercial.

MX has also been designated for the O'Hara property involving the triangular acreage north of Tulare Road immediately west of the S.P. Railroad. Any combination of Service Commercial, Light Industrial, and Low and Medium Density may be considered within this area, with Service Commercial as the base zoning district. The development of Low Density in the northerly part of the property would provide a logical relationship with Low Density planned for parcels to the north and west.

Service Commercial

Two types of Service Commercial areas are proposed: 1) for large land users (e.g., farm equipment repair and lumber yards) and uses which provide services to other businesses and industries (e.g., industrial laundry); and 2) for household-related services. The first group would be accommodated on the larger properties available in the corridor between Lindsay Blvd. and the Santa Fe Railroad, mostly south of Lindmore, and within Light Industrial areas. The second group would accommodated properties in the southwest section of the central business district (adjacent to packing house operations) and properties adjacent to the Southern Pacific Railroad between Tulare Road and Hermosa Street.

Highway Commercial

Highway Commercial areas are intended primarily to accommodate uses which cater to the needs of the highway traveler. Three such areas are shown as clusters surrounding the Lindmore, Hermosa and Tulare intersections with Highway 65. Priority would be given to expansion of the existing center at Hermosa and the Highway. Development of the other clusters (especially at Tulare) are dependent on the completion of highway improvements at these locations. The northern-most cluster would not be developed west of the proposed Highway 65 by-pass extending diagonally northwest of Tulare to Spruce Road until the highway by-pass is constructed.

Development Standards for Commercial Areas

The following development standards shall apply within commercial areas:

1. All lands designated for commercial use within any Redevelopment Project Area will be subject to such additional standards for Site Plan and Architectural Review as may be imposed by the Redevelopment Agency. All proposed projects shall first be approved by the Agency as to use prior to Site Plan Review by the City.

2. Commercial site boundaries adjacent to residential areas should be visually screened with ornamental masonry walls and landscaping. Wall height is to be determined and approved by the City Council.

3. All outdoor storage areas shall be visually screened with ornamental fencing or walls, and landscaping.

4. Street trees and frontage landscaping, with automatic irrigation, is to be provided for all commercial sites outside of the CBD, and may be required by the City within the CBD.

INDUSTRIAL LAND USE POLICIES AND PROPOSALS

Industrial land use policy seeks to diversify employment opportunity by encouraging industries which are not necessarily related to agriculture, and which can demonstrate through controlled methods of operation (i.e., by meeting performance standards) that they will not adversely affect the community or pose unnecessary risks to the public health.

A related policy fosters continued City's participation in private and county-wide efforts to improve conditions of economic development. Through this participation, high priority is to be given to strengthening existing industries and commercial operations and to attracting new industry and business which will provide support for existing employers.

Light Industrial

Light Industrial areas include existing fruit packing concentrated along the two railroads, manufacturing areas along either side of Lindmore east of Mirage, and areas for industrial expansion west of Lindsay Blvd. on either side of Lindmore, and north of Tulare west of the S.P. Railroad. Areas of Light Industrial Reserve are also proposed south of Lindmore between Highway 65 and the S.P. Railroad.

Heavy Industrial

Heavy Industrial is confined to the site of the Lindsay Olive Growers plant, and to the bulk petroleum storage plant at Lindmore and the S.P. Railroad.

Industrial Site Development Standards

Industrial sites shall be subject to the same standards for visual screening with ornamental walls, screen fencing and landscaping and street trees and frontage landscaping as provided for commercial areas, above. Operational performance standards are to be provided in the City's zoning ordinance.

PUBLIC AND SEMI-PUBLIC FACILITIES

This broad category of land use includes park and recreation areas, public and private schools, government offices and service yards, drainage basins, hospitals, medical clinics and religious institutions.

Park and Recreation Areas

Park and recreation areas are shown on the General Plan Diagram and are described as part of the Resources Management Element.

Elementary and Secondary Education

All existing school sites are retained for public school use. No new sites are anticipated once the new Lincoln School has been expanded as planned.

Government

City government offices, including administrative, fire and police would remain at their present locations. The City's Corporation Yard would remain at its present location along Mt. Vernon Avenue west of the S.P. Railroad.

Drainage Basins

The City will need to update its storm drainage master plan as the basis for determining storm drainage fees to off-set costs of area-wide storm water collection and ponding facilities. The General Plan clearly intends that an updated Master Drainage Plan be adopted as an element of the General Plan, and that it be carried out and adhered to as land develops. Where temporary on-site storm water ponding is required because of excessive distance from existing or planned drainage basins and/or collection facilities, provisions shall be made by the City in conditioning land development applications under zoning and subdivision ordinances to assure that eventual connection to planned facilities is both physically and financially possible at a later date.

Solid and Liquid Waste Disposal Facilities

The City will provide solid waste collection and disposal services to the urban area directly, or under contract with a private operator. Additional equipment and manpower will be required as urban pattern expands. The City maintains its sewage treatment plant and effluent disposal ponds on considerable acreage located west of the community and outside of the area needed for urban expansion.

As a matter of policy, the City will assume responsibility for allowing the unincorporated area of Tonyville northwest of the City to connect to the City's sewage treatment system, provided that the County of Tulare develops the means to finance the construction and maintenance of necessary facilities. This unincorporated community is too far away from the City to suggest eventual annexation.

Medical and Other Health Care Facilities

As additional medical offices and health care facilities are required, they should be located within the stable environment already developing for the purpose in the immediate vicinity of the hospital along North Sequoia Avenue, and where emergency access from Highway 65 and the entire community is available via the City's Arterial street system. Medical and medically related offices, hospitals, clinics, laboratories, and rehabilitation, convalescent and nursing centers should be in close proximity to each other wherever possible. Such facilities should not be located within the CBD.

Churches and Other Religious Facilities

Churches and other religious facilities should be located along elements of the Arterial and Collector street system to assure convenient access from residential neighborhoods and an environment compatible with religious service functions. The need for church sites should be considered whenever possible during the process of reviewing subdivisions. Further church development within the CBD is to be discouraged.

OPEN SPACE, NATURAL RESOURCES AND SCENIC BEAUTY

While these topics are required by State Law as components of the Land Use Element, they are more appropriately described under the Resources Management Element in Part V. The areas which comprise the City's system of open space, conservation and recreation are shown on the General Plan Diagram, and include school sites, park and recreation areas, landscaped buffers, trails, major canal rights-of-way and landscaped corridors which serve as major entrances to the community.

STANDARDS OF BUILDING INTENSITY

State Planning Law requires that the Land Use Element "...shall include a statement of the standards of ...building intensity recommended for the various districts and other territory covered by the [General] plan." In the case of Twain Harte Homeowners Association v. Toulumne County (1982) 138 Cal.App.3d 664, the court determined that "building intensity" must be defined for each land use category included in the Land Use Element. Prior to this decision, cities in California have typically provided standards of building intensity for each of the separate zoning districts contained in the zoning ordinance. Table IV-2 therefore provides a series of quantitative standards for each land use category which in turn are intended to indicate the maximum extent of building intensity that may be permitted within any of the land use classifications depicted on the General Plan.

TABLE IV-2

STANDARDS OF BUILDING INTENSITY UNDER THE LAND USE ELEMENT

Land Use Designation	Standard
Very Low Density Residential	20% of Site Area
Low Density Residential	40% of Site Area
Medium Density Residential	50-60% of Site Area
High Density Residential	70% of Site Area
Professional Office	65% of Site Area
Neighborhood Commercial	35% of site area[*]
Community Commercial: Shopping Centers	35% of site area[*]
Community Commercial: Central Business District	100% of site area[*]
Service Commercial	60% of site area[*]
Highway Commercial	60% of site area[*]
Mixed Use	By type of use[*]
Light Industrial	50% of site area[*]
Heavy Industrial	50% of site area[*]
Community Facilities	By type of use[*]
Parks & Recreation; Schools	No Limitation[**]
Other Public and Semi-Public	By type of use[*]

* - Indicates that there is no absolute limitation that remains constant for each development project. The practical maximum extent of building intensity that may be permitted in any given circumstance will be determined primarily by the combined effects of requirements for off-street parking, required yard areas, landscaped open space, outdoor utility area and outdoor storage area (if any). The most intense commercial building intensity is allowed in the Central Business District where there are no yard spaces required, and where off-street parking requirements may be met on another site or at a site provided by the City under parking fee requirements of the Zoning Ordinance. The practical maximum extent of building intensity will most likely be the lowest on sites for such community facilities as drainage basins and schools.

** - By their very nature, recreation and school sites can be expected to exhibit the lowest practical levels of building intensity of any group of uses described by the General Plan. No standard of maximum extent is therefore necessary or desirable.

SECTION B - THE CIRCULATION ELEMENT

INTRODUCTION

Components of the Circulation Element include state highways, arterial and collector streets, minor streets, pedestrian ways, alleys, bicycle routes and railroad service. Of these, the street and highway system comprises the heart of the circulation system of the community. Circulation facilities within the community are a function of land use in that they exist to move people and goods among the centers of various types of land use both within and outside the community. In addition, the extent of use imposed by such centers of activity on any circulation facility is a product of the collective demand of land use to be served. It therefore follows that close correlation with the Land Use Element is required in the planning of circulation facilities. Of special importance is assurance that adequate capacity and safety will exist for each of the circulation components at such time in the future as they will be needed.

A policy of overriding significance that affects each of the components of the Circulation Element is as follows:

> It is the policy of the General Plan to guide and provide for the development of an integrated system of internal circulation and access to serve all citizens of the Lindsay area, including the young, the elderly, and the physically handicapped, by seeking the following:
>
> 1. Increased safety for citizens.
> 2. The efficient movement of people and goods.
> 3. Lower vehicle operating costs.
> 4. Lower vehicle miles traveled and therefore lower quantities and impacts of vehicle emissions.
> 5. Economy in street construction and maintenance.
> 6. A circulation system which is correlated and consistent with the needs of land use patterns fostered by the Land Use Element.
> 7. Minimizing and (where possible) avoiding the disruption of residential areas caused by through traffic.
> 8. Protection of future rights-of-way needed for Arterial and Collector street widening within developed areas.

FUNCTIONAL CLASSIFICATION OF HIGHWAYS AND STREETS

The functional classification of highways and streets shown on the General Plan Diagram include the Route 65 Freeway/Expressway, Arterial, Collector and Minor County roads, and Arterial, Collector and Minor City streets. Since traffic generation is a function of land use, two different sections of the same street may require different standards of design and improvement because of different levels of projected traffic, even though the street is classified to perform the same function(s) throughout its entire length.

State Routes 65 and 137

The current status of these facilities are described in Part II. As key elements of the City's transportation system, these State Highways provide the essential links with other State Highways and transportation facilities serving the region and the state. Route 65 is planned to extend northwesterly to the alignment of Spruce Road and thence north to State Route 198, bypassing the City of Exeter on the east. Frontage roads will be required to serve Highway Commercial and other development proposed along the Route 65

alignment through the Lindsay urban area. State Route 137 would be developed as a Major Arterial between Lindsay and Route 99 at Tulare under proposals of the Circulation Element of the Tulare County General Plan.

Arterial Streets

Arterial streets provide the principal network for traffic flow within the community. They connect areas of major traffic generation within the urban area, and with State highways and important County Roads. Arterial streets function primarily as carriers of cross-town traffic. They also provide for the collection and distribution of traffic to and from Collector streets which serve residential, commercial and industrial areas. Arterial streets also provide indirect as well as direct access to abutting properties. Indirect access may be preferred in newly developing areas, by backing parcels onto the Arterial street.

Collector Streets

Collector streets provide for traffic movement between Arterial and Minor streets and for traffic movement within major activity centers. They also provide direct access to abutting properties.

Minor Streets

Minor streets provide for direct access to abutting properties and for very localized traffic movements within residential, commercial and industrial areas.

Alleys

Alleys are intended solely to provide secondary access to abutting properties. They are most often located to the rear of properties and occasionally provide side access to parcels.

THE STATE HIGHWAYS

The Proposed Route 65 Bypass

Route 65 is proposed to extend northwest of Tulare Road on a new alignment that would intercept Spruce Road and connect with the existing intersection of Routes 198 and 65 northeast of Exeter, bypassing Exeter on the east. This long-term improvement will be vital to achieving certain of the City's goals and policies concerning economic development, including tourism. Together with other improvements south to its intersection with Route 99 north of Bakersfield, the bypass would greatly enhance access to Sequoia National Park and National Forest. In the 1960's, Route 65 was identified as the southern section of what eventually would be an "Eastside Freeway" paralleling the Sierra Foothills northwesterly to Auburn in Placer County. This proposal may yet become a reality, stimulating economic growth for all communities along its length.

Construction of the Route 65 bypass of Exeter is not expected for about 10 years. In the interim, improvements to Route 65 through the urban area will be important to Lindsay, and should be included in the earliest possible version of the State Transportation Improvement Program (STIP).
Improvement should include extension of the 4-lane expressway northwest through Lindsay to Cairns corners, with intersection signalization provided at the Route 65/Hermosa intersection. At least partial reconstruction of the Route 65/Tulare Road intersection should be sought, eliminating the dangerous southbound connection between Tulare and the Route 65 curve.

As highway commercial expansion occurs along the east side of Route 65 through town, it will be important to assure adequate right-of-way for the eventual construction of a frontage road along the east side of Route 65

from Lindmore to Mariposa, and possibly to Tulare. When major reconstruction of Route 65 occurs, it will require the closure of the Mariposa and Fresno Street intersections with Route 65, making frontage road extension a necessity.

Policies Concerning State Highways

The following policies are proposed as guidance for achieving improvements to elements of the State Highway system which directly affect Lindsay:

1. **The City will continue to protect the need for eventual widening of Route 65 between Lindsay Blvd. on the south and Cairns corners to the northwest by imposing setbacks and improvement requirements for projects which require Site Plan Review. This will include careful spacing of temporary driveway approaches, with removal to be at the expense of the owner at such time as frontage road construction occurs.**

2. **The City will pursue a negotiated agreement with Caltrans to achieve the necessary widening of Route 65 through the community under the STIP at an early date. This should include extension of the highway northwest to Spruce, and construction of an Exeter bypass to the intersection of Spruce and Route 198**

THE ARTERIAL AND COLLECTOR STREET SYSTEM

Existing and Proposed Arterial and Collector Streets

Existing and proposed Arterial and Collector streets are shown on the General Plan Diagram, and include the following:

MAJOR ARTERIALS

North-South

Road 204 (Spruce Avenue)
Elmwood/Parkside
Mt. Vernon/Lindsay Blvd.
Mirage
Harvard (between Tulare & Lindmore)
Foothill

East-West

Tulare Road
Hermosa Street
Honolulu Street
Lindmore Street

COLLECTOR STREETS

North-South

Ash Ave. (+ extension to Mariposa)
Westwood Avenue
Sequoia Avenue (N. of Tulare & S. of Apia)
Sweet Brier
Gale Hill Avenue
Homassel Avenue
Harvard (N. of Tulare)
Lafayette Avenue

East-West

Palm Street
Hickory/Bellah/Fir
Sierra View
Alameda (East)
Mariposa Street
Lewis Street

Valencia Street

Arterial Streets are to be designed to carry from 7,500 to 25,000 vehicles per day, with a typical right-of-way (ROW) width of 80' - 84' depending on conditions affecting the acquisition of ROW in developed areas. Where on-street parking is desired, this width provides for four 12' travel lanes, two 8' parking lanes, and two 10' planting strips for the accommodation of sidewalks and street trees. An 80' width also provides for 4-lanes of travel, or two lanes with a continuous left hand turn lane. Where a continuous left-hand turn is required with four travel lanes, R-O-W increases to 96' - 100'. In residential, most commercial and industrial areas, the 5' sidewalk is integrated with the curb and the planting area is on the outside of the sidewalk. In the CBD, a 10' sidewalk integrated with the curb is required with tree wells provided in the concrete adjacent to the curb.

Collector Streets are designed to carry from 500 to 7,500 vehicles per day. Where ADT is projected to be less than 4,000, a ROW of 60' is sufficient, with two 12' travel lanes, two 8' parking lanes and two 10' planting strips with sidewalks. Sidewalk width should not exceed 5' in width except within the CBD where 10' will be required ultimately on all Arterial and Collector streets, and on Minor streets where retail development is encouraged. Where ADT is projected above 4,000, ROW should be 66', increasing the traffic lanes to a width of 15 feet.

EXISTING AND PROJECTED TRAFFIC VOLUME & TRAFFIC CAPACITY

Projected Traffic Volume and Capacity

As in most communities, the City's deficiencies in its street system relate mostly to lack of curb and gutter, inadequate drainage and the need for replacement paving. The costs of overcoming these deficiencies continue to increase faster than the City's capability to do so. Despite the increase in street deficiencies, most Arterials and Collectors are also capable of accommodating projected traffic that will result from additional urban development under the Land Use Element. This conclusion assumes continued improvements to the Arterial and Collector street systems through capital programming, developer contributions, periodic maintenance including slurry seal application as needed, and assessment district financing for certain improvements. This will require continued tolerance of problems in some areas where curbs and gutters are lacking and pavement is weak. It will also require tolerance to something less than a smooth surface.

Arterial streets (other than State Highways) where future traffic volume (ADT) is expected greater than 8,000 include Tulare Road, Elmwood, Mirage and possibly Harvard between Tulare and Honolulu. These increases will not occur until after the year 2000 when lands designated as Low Density residential Reserves north of Tulare Road have developed. An increase exceeding 8,000 is also projected for Lindmore near Route 65 in the event that substantial regional commercial and/or industrial development occurs in the vicinity, and along Mt. Vernon if the Hispanic retail/cultural center develops.

Future ADT on is not expected to increase to more than 5,000 along any of the Collector Streets, with the possible exception of Hermosa east of Mirage.

Capacity problems and congestion will continue to occur at the intersections of Hermosa and Tulare Road with Route 65 during peak hours of travel when intersections typically will carry about 10% of ADT. Even then, however, the Level of Service (L0S) during peak hours is not expected to exceed Level "C" even at the most heavily traveled intersections once intersection improvements have been made, and can be expected to be at level "B" during off-peak hours.

Traffic experience in small and medium-sized communities can often spoil the local resident into believing that existing conditions are difficult and that any new development will be intolerable in its effect on traffic.

Arterial and Collector Street Policies

The costs associated with overcoming deficiencies to the Arterial and Collector street systems suggest that policies on street improvements seek "reasonable" solutions where they are most needed. Ideal standards may have to give way to less costly but practical solutions to meeting traffic needs.

1. The high costs of converting a deficient Arterial or Collector street to the appropriate standards required for existing and projected traffic should be limited to those streets where either of the following conditions exist:

   a) Relatively high current and projected volumes of traffic are involved;

   b) Joint funding with the County or State is possible;

   c) Significant contributions of private or assessment district funds are involved as part of the cost of developing adjacent lands; or

   d) Where the rate of serious accidents and congestion has been high and where hazards to public safety are great.

Level of Service "C" as described by the Highway Research Board should be considered adequate in most cases, with LOS "D" considered tolerable for peak hour traffic at major intersections until improvement funding is available. 18

2. Improvements to Arterial and Collector streets should be made on a highly selective basis which seeks to improve capacity, flow and safety by the use of traffic engineering solutions where feasible as compared to major structural improvements. This should include the elimination or restriction of traffic movement at intersections with Minor streets where too many exist at short intervals. Examples of this condition are shown on Figure IV-1, with possible solutions shown at the top of Figure IV-2. Other techniques might include elimination or restriction of on-street parking hours, greater use of directional signs, the diversion of traffic onto streets which are underutilized, and the provision of right-turn and left-turn lanes at intersections, and use of one-way alleys in areas of high alley traffic.

3. Residential development may be required to back onto Arterial streets, including waiver of access rights, limitations on the number and spacing of street intersections, and provision for ornamental screen walls and landscaping.

4. Direct access to Arterials from residential development is to be discouraged except where physical conditions do not allow for other design solutions. Access from the street side yard of a corner lot which sides onto an Arterial should be prohibited in new subdivisions or on undeveloped lots in existing subdivisions.

18 LOS "C" is defined as a zone of stable flow, but where most drivers are restricted in their freedom to select their own speed, change lanes or pass. A relatively satisfactory operating speed is still obtained. LOS "D" approaches unstable flow, with fluctuations in volume and temporary restrictions to flow that may cause substantial drops in operating speed. Drivers have little freedom to maneuver, and comfort and convenience are low, but conditions can be tolerated for short times. At signalized intersections, LOS "D" is characterized by having to wait for two complete cycles of the signal to clear the intersection.

5. The spacing of access points to adjoining properties along Arterial and Collector streets can be controlled by design during the Site Plan Review and/or Building Permit process.

6. Left-hand turn lanes should be provided where appropriate for access from Arterials and Collectors into high traffic commercial centers as a condition of development approval.

7. Design standards for Arterial and Collector streets should permit innovation and flexibility under the Planned Unit Development process, while assuring preservation of street function.

THE MINOR STREET SYSTEM

Only existing Minor streets are shown on the General Plan Diagram, and they constitute the greatest mileage of the City's total street system. Minor street deficiencies have become extensive in older residential areas, including broken pavement (ripples and chuckholes), deteriorated curb and sidewalk sections from invasive tree roots, and inadequate drainage. Minor streets are to be designed to carry up to 500 vehicles per day, with 56'- 60' of ROW and a minimum of 36' between curbs.

Minor Street Policies

1. To keep Minor street volume within design capacity, street length shall be kept under 1,600 feet where possible unless interrupted by an Arterial or Collector street.

2. Design standards shall permit innovation and flexibility by the developer in relation to land use proposals under Planned Unit Development procedures of the Zoning Ordinance.

3. In view of deficiencies in existing Arterial, Collector and Minor streets, the City should consider forms of funding other than direct City sources (e.g., assessment districts) as a means of overcoming Minor street deficiencies. Curb, gutter, sidewalk and paving needs along Minor streets should be made the responsibility of affected property owners. Under this policy, the City should assume responsibility for engineering services and additional costs occasioned by higher standards of street construction and drainage than were involved at the time of original street construction. As an alternative, the City could share equally in total costs where a majority of property owners are willing to accept assessment proceedings or another appropriate method of collective project financing.

4. Proposals of the Circulation Element are intended to reflect options for reducing through traffic on Minor streets between intersections with Arterials. This policy seeks to eliminate the use of Minor streets as thoroughfares through residential areas where they extend parallel to nearby Arterials or Collectors for many blocks and are often used as substitutes for Arterials or Collectors. Illustrations of how this policy may be implemented are shown on Figure IV-2.

ALLEYS

Alleys have provided an important means of secondary access to residential, commercial and industrial areas included in the original town plan. Alleys are not required in other parts of the City or in newly developing areas.

Alley Policies

1. Within the Central Business District, alleys are to serve the multiple purposes of providing pedestrian access to commercial establishments, off-street parking areas and public sites, with ornamental paving, landscaping and lighting.

2. Within Office and Office-High Density areas adjacent to the CBD, alley improvements to the nearest street may be required, or deferred as part of development proposals depending on the distance of a project site from the street.

CONTINUITY WITH THE COUNTY ROAD SYSTEM

All Arterials within the City and several Collector streets have important continuity or connection with elements of the County road system.

TRUCK ROUTES

The following streets (other than those required for local truck deliveries) are designated as truck routes:

- Proceeding from State Route 65 east along Hermosa Street to Mt. Vernon; then southerly along Mt. Vernon to Lewis Street; then east along Lewis to Elmwood Avenue; then southerly along the Elmwood curve to Mirage Avenue; then south along Mirage to Lindmore Street; and then west along Lindmore to Route 65.
- Tulare Road, between Route 65 and Westwood Avenue, at such time as Westwood is extended north into the industrial area planned along the S.P. Railroad north of the Lindsay Olive Growers plant.

Truck Route Policies:

1. Truck routes are intended to carry heavy weight commercial, industrial, and agricultural vehicles through and around the community with minimum disruption to local auto traffic and minimum annoyance to residential areas. Truck routes should be signed.

2. Access to industrial sites should avoid use of any Arterial or Collector street (other than a State highway) which provides direct access to existing or proposed residential areas.

BICYCLE ROUTES AND PEDESTRIAN CIRCULATION

The City first established policies for the development of a bicycle system in the 1973 General Plan. The City first established policies for the development of a bicycle system in the 1973 General Plan. These proposals were retained in the 1981 General Plan "... for installation at an appropriate future date" [see 1981 General Plan diagram]. What was not covered was the standard of Bikeway, either Class I,II or III, that should prevail. A Class I facility is constructed wholly separate from the paved street surface, and may not even be close to a street. A Class II facility involves the striping of a separate 4' wide lane between the curb parking lane and and the first auto travel lane. A Class III facility is signed but not striped, and does not require additional paving width.

A Class I facility could occupy an abandoned railroad right-of-way or might be provided as an amenity within a large-scale Planned Development. They are often provided along highways and roads in rural areas, such as the system in Napa County. A common policy throughout the State is to call for a Class I facility parallel to the paved section of a State highway, providing continuity with the bikeway system of the County. A bikeway providing such continuity is shown on the General Plan diagram along the east side of State Route 65, and extending westerly on the north side of State Route 137.

With the exception of a few outlying residential subdivisions, the relatively compact character of the community encourages the use of bicycles as an alternate mode of transportation. When taken together with the high cost of providing separate Class II bicycle lanes on Arterials streets, this compactness calls for the general public to make use of Collector and Minor streets as they exist or may be improved as principal routes for bicycle transportation. These streets provide sufficient continuity to allow safe bicycle travel among all parts of the community.

Bicycle Route and Pedestrian Circulation Policies

1. A separately striped Class II bike lane is to be provided only within the r-o-w along State Routes 65 and 137 as these highways are improved by Caltrans.

2. Separately striped Class II bikeway facilities are not required within the community, except along Tulare Road and Hermosa Streets. Class III bikeways which do not require separate lanes should be provided along an integrated system of Minor and Collector streets that provide access between residential neighborhoods and important generators of activity, including schools, parks, commercial centers, and employment centers. The system should be signed both as an encouragement to the user and as a warning to auto drivers to be alert to bicycle use.

3. The City should develop a coordinated program for the progressive construction of sidewalks along Arterial and Collector streets within residential and commercial areas where sidewalks are lacking. Costs should be shared by property owners who will benefit. Sidewalks should not be required within commercial or industrial zones along Lindmore Street. Where new development is proposed where sidewalks are or will be needed, sidewalk construction would be the entire responsibility of the developer.

THE RAILROAD CORRIDORS

The Southern Pacific and Santa Fe Railroad corridors carries infrequent spur line freight traffic through the community, primarily serving the various fruit packing facilities located along the railroad rights-of-way. The relatively minor traffic involved poses occasional problems of traffic congestion when trains block major intersections. Not all crossings are protected by automatic signals and guards. The noise generated by this train traffic has little adverse affect on the immediate environment adjacent to the rail corridor because of the infrequency of rail activity.

SECTION C - HOUSING ELEMENT

INTRODUCTION

The Housing Element of the General Plan consists of policies and actions required to carry out the Housing Element as adopted by the City in June, 1984. The entire Element is hereby incorporated as part of the General Plan by reference. The policies of the Housing Element are consolidated, below, together with new and revised policies where appropriate.

GOALS, OBJECTIVES, POLICIES AND PROGRAMS

The goals, objectives, policies and programs of the Housing Element are the result of a series of discussion sessions during the fall of 1985 involving the Planning Commission, City staff and a Citizens Advisory Committee. Overall objectives were adapted from State Guidelines concerning housing construction, rehabilitation and conservation. The quantified housing construction objectives established for the first five year planning period to 1992 are based on analysis of the previous five years' performance, and are shown in Table IV-4.

TABLE IV-3

QUANTIFIED HOUSING OBJECTIVES, 1984-1990

	New Construction	Demolition/ New Construction	Rehabilitation	Total
Market Rate	46	67	215	328
Non-Market Rate	157	233	743	1,133
TOTALS	203	300	958	1,461

HOUSING GOALS

1. To promote and ensure provision of adequate housing for all persons regardless of age, race, sex, marital status, ethnic background, income or other arbitrary factors.

2. To promote and ensure the provision of housing selection by location, type, price and tenure.

3. To develop a balanced residential environment with access to employment opportunities, community facilities and adequate services.

4. To promote and ensure open and free choice of housing for all.

5. To promote efficient use of land available for housing.

6. To conserve and maintain the housing stock.

POLICIES AND PROGRAMS

Several policies in the lists which follow have been added to those adopted in June, 1984. They are indicated by an asterisk (*) preceding the particular policy involved.

Adequate Provision of Housing Sites

(*) 1. Low and moderate income housing sites should be selected so as to avoid excessive concentrations of such housing within any of the residential neighborhoods of the City.

(*) 2. Encourage in-fill housing in residential districts where essential services are available.

3. The City will support the expansion of housing opportunities for the elderly, handicapped, minority and other low income groups through the following:

(*) a. The promotion of housing sites for the elderly and handicapped which are within reasonable proximity to transportation services, medical facilities, recreation areas and convenience shopping facilities, and where reasonable security by police and fire protection services can be assured.

b. Encourage and pursue programs to assist the poor and elderly to rehabilitate deteriorating housing.

c. Encourage new housing units which are adaptable for handicapped households. This can be accomplished by City staff at the review stage by assuring the elimination of barriers and by provisions for special handicapped needs such as lowered switches and flush doorways.

(*) d. Maintain a housing directory and referral service which is accessible to the handicapped.

Increasing the Supply of Affordable and Accessible Housing

(*) 4. The City will explore participation in various federal and state housing bond programs, and will encourage the utilization of programs which would allow local households of moderate income to purchase homes.

(*) 5. Manufactured housing is considered as an alternative to stick-built housing as a means to improve housing affordability for low and moderate income groups. This includes mobile homes on permanent foundations on separate lots or within mobile home parks.

6. The City will encourage participation by individuals, households and the building community in various federal and state programs intended to improve housing opportunity, including housing that might be made available under programs of the Farmers Home Administration, Self-Help and Community Development Block Grants.

Implementation and Monitoring

(*) 7. It is the policy of the City to make information available on housing programs, housing availability and assistance to all residents of the community. This is to be accomplished in part by the publication and maintenance of a "Housing Information and Referral Brochure".

(*) 8. The City will maintain an efficient process for the review and approval of zoning and building permits for new housing construction and remodeling, and will maintain an equitable fee structure for such review.

(*) 9. Based upon competent community-wide housing market analysis, the City will: maintain an adequate ratio of single family homes to apartments to allow choice, affordability and availability in housing types; encourage an increase in home ownership; require that proposed income or rental subsidy apartment projects be justified by features of design, livability and availability of community services. Generally, an adequate ratio is considered to be about 70% single-family to 30% multi-family.

(*) 10. The City will impose limitations on time limits of approval for multi-family projects, with time extensions to be approved only if adequate evidence is provided of circumstances beyond the control of the applicant that warrants such approval other than failure to achieve financing.

11. The City will administer strict enforcement of building and housing codes to achieve demolition of dilapidated houses, reinstate the Demolition Committee, and actively pursue condemnation of vacant dilapidated housing units.

(*) 12. Mobile home parks will be considered as multi-family residential districts, with a maximum density of 8 units per net acre.

Preservation and Conservation of Existing Neighborhoods

(*) 13. Conserve and maintain the existing housing stock through building inspection, participation in housing rehabilitation programs and the enforcement of weed abatement and other nuisance abatement programs.

(*) 14. Seek methods to alleviate overcrowding, including provision for some three or more bedroom apartments in new multi-family projects.

(*) 15. Redesignate areas of Medium and High Density to Low Density where single-family use is predominant.

Adequate Housing for All Socioeconomic Segments of the Population.

(*) 16. Require use of Planned Unit Development (PUD) procedures of the Zoning Ordinance for multi-family projects involving 10 or more units.

(*) 17. Waive or permit modification of selected development standards under PUD zoning procedures for affordable housing projects where design proposals achieve the functional equivalent of existing improvement standards. The burden of proof for making a case for modification or waiver shall rest with the project applicant. This policy extends to any residential project at any level of density permitted by the General Plan.

(*) 18. In connection with Policy #16, above, permit smaller lots with a minimum of 5,000 square feet for subdivisions where housing units are designed specifically for the small lot under PUD procedures.

(*) 19. Grant density bonuses for low-moderate, low and very low income households as required by State Law.

(*) 20. Grant density bonuses under PUD zoning procedures in areas of Medium Density for projects which do not qualify under Policy #18, above, only if a project is judged successfully against quantitative and qualitative criteria which assures design excellence and the provision of amenities not normally provided under conventional approaches to residential project design.

(*) 21. Require the phased development of multi-family projects where appropriate as a means to mitigate potential adverse impacts of a proposed project.

(*) 22. Devise standards of landscaped open space and recreation area to apply to multi-family projects of 20 or more housing units.

HOUSING PROGRAMS

Housing programs, including specific objectives, program actions, financing, responsible agencies and time frame for achievement, are detailed in the complete Housing Element document on file in the City's Community Development office.

PART V

RESOURCE MANAGEMENT ELEMENT

INTRODUCTION

The Resource Management Element (RME) brings together two mandatory elements and one optional element into a single functional element of the General Plan. They area: Conservation and Open Space (mandatory) and Recreation (optional).

RELATIONSHIP TO REQUIREMENTS FOR ENVIRONMENTAL ASSESSMENT

In addition to providing important policies for the management of local resources, the RME is intended to aid the City in determining whether a proposed public or private project is likely to have an "significant effect" on the environment as defined by the California Environmental Quality Act (CEQA). Since this General Plan document also contains the General Plan EIR (see Part VIII), the document further serves as the foundation for environmental assessments for specific projects within the community. While subsequent environmental assessments, including Initial Studies, Negative Declarations and various types of EIR's, may reference and summarize material from any part of this General Plan document, the information and policy in this Section will have special relevance for many projects.

In fostering the objectives of CEQA, RME policies permit sponsors of public and private projects to consider all but the most site specific environmental factors during the earliest stages of project conception. This will avoid unnecessary risks and loss of time and funds during later stages of the development process.

OPEN SPACE CLASSIFICATION SYSTEM

For convenience and simplicity in organization and description, all General Plan elements included under the RME are covered under the following open space classification system:

A. **Open Space for Managed Resource Production**, including prime agricultural lands, lands producing specialty crops, and lands for grazing, mineral production and water supply.

B. **Open Space for the Preservation of Natural and Human Resources**, including fish and wildlife habitat, unique geological and landscape and historical features.

C. **Open Space for Health, Welfare and Well-Being**, including lands to protect the quality of water resources, to provide for the disposal of solid and liquid wastes, and to improve the quality of the airshed and to protect developed lands from flooding.

D. **Open Space for Shaping Urban Growth**, including lands to preserve community identity, lands necessary to prevent excessive costs in the provision of urban services and facilities, and lands which give form and dimension to the character of the urban pattern.

E. **Open Space for Outdoor Recreation**, including neighborhood and community recreation parks, school site recreation areas, regional and state parks, recreation corridors and trails, unspoiled natural areas, and scenic and recreation travel corridors.

The relationship of this classification system to the General Plan Elements included in the RME is shown in Table V-1. This matrix illustrates the interrelated character of these elements and why the open space classification system provides such a useful vehicle for describing proposals of the RME.

TABLE V-1

MATRIX ILLUSTRATING THE RELATIONSHIP BETWEEN COMPONENT ELEMENTS OF THE RME AND THE OPEN SPACE CLASSIFICATION SYSTEM

Open Space Categories	Elements of the General Plan		
	Conservation	Open Space	Recreation
Managed Resource Production	x	x	
Preservation of Natural & Human Resources	x	x	x
Health, Welfare & Well Being	x	x	x
Shaping Urban Growth	x	x	x
Outdoor Recreation	x	x	x

NOTE: "x" indicates categories which fulfill various requirements of State Law for the elements of the General Plan included as part of the RME.

OPEN SPACE FOR MANAGED RESOURCE PRODUCTION

Proposals for this category are limited to preserving productive agricultural lands which surround the community. The boundaries of urban development established in the 1980 Lindsay General Plan encompassed sufficient land to accommodate a population of about 29,000. As shown on the current General Plan Diagram, the urban development been pulled back mostly in northern and eastern parts of the Lindsay Planning Area with a reduction in the amount of acreage previously designated for Low Density Residential, use with a population holding capacity of about 17,500.

While it is very important to minimize the amount of agricultural land converted for urban use, and to avoid premature conversion, it is also recognized that virtually all urban expansion must take place on land which now is being farmed or which has been farmed.

The consequences of any policy of absolute preservation of agricultural land would be create a monopoly in the urban land market and eventually stymie urban expansion to the detriment of long-range economic and social interests of the community.

Policies

1. To avoid the premature conversion of agricultural lands both within and outside of the City limits, residential commercial and industrial "Reserves" have been designated on the General Plan Diagram to be withheld (generally) from urban development until after the year 2000. This includes "reserves" which may be annexed under the policy of aggressive annexation described in Part III of this document.

2. Since most of the agricultural acreage designated for eventual urban development is in high value citrus and olive groves, productive grove acreage should be developed under a phasing program which will retain productive groves as long as practically may be possible.

OPEN SPACE FOR NATURAL AND HUMAN RESOURCES

Proposals for this category are wildlife habitat and landscape features. Lands within or adjacent to the Urban Development Boundary (see Figure I-1 on Page I-3) are mostly devoid of any notable natural landscape features. Exceptions include riparian habitat along a few sections of Lewis Creek east of the City. However, ornamental trees and shrubs within the urban pattern (and citrus and olive groves around it) have become essential components of the urban landscape, providing shade, accent, color, windbreaks, and visual screening. Street trees have become especially important to the residential environment and to soften the otherwise harsh environment of the Central Business District and several other major commercial areas throughout the City. Several commercial/industrial areas of the City are almost barren of tree and shrub plantings. Examples include most of the packing shed sites along the railroads, and the commercial and industrial areas along South Mirage and Lindmore Street.

Policies

1. Riparian vegetation along Lewis Creek should be retained and protected under policies of the Tulare County General Plan.

2. Appropriate trees within public rights-of-way are to be retained and new street trees planted and maintained in accordance with policies and procedures of the City's Master Street Tree Plan and Street Tree Ordinance (See Policy #7, below). Only trees which are either badly diseased, disruptive of street improvements because of root growth, or dangerous to the public shall be allowed to be removed. The installation of street trees shall be made a condition of approval of residential, commercial, industrial and institutional development along such streets.

3. Appropriate ornamental walls, street trees, shrubs and automatic irrigation shall be required as a condition of approving residential subdivisions and other types of development which are designed to back-on to an Arterial or Collector street.

4. External site landscaping shall be required of all development projects which are subject to Site Plan Review provisions of the City's Zoning Ordinance.

5. The design and placement of on-premise signs shall be regulated so as to avoid visual chaos and confusion within commercial and industrial areas; the installation of off-premise outdoor advertising signs shall be permitted only within Service Commercial and Industrial zoning districts.

6. Once the undergrounding of electrical and telephone service within the downtown area has been accomplished, priorities should be assigned to park and recreation areas, school sites and Arterial streets.

7. The City will adopt and implement a Master Street Tree Plan affecting all development along all components of the Arterial and Collector street systems, within the Central Business District, and along streets leading to major public facilities such as parks, school sites, government offices, and along all entrances to the community.

OPEN SPACE FOR HEALTH, WELFARE AND WELL-BEING

Proposals for this category are limited to water, sewer and drainage utility systems, solid waste disposal, flood plain management and air quality management.

Water quality within the Lindsay planning area is protected by treatment and disposal of liquid wastes through the Lindsay sewerage disposal facility northwest of the City. Domestic water supplies are provided by a system of interconnected water wells and distribution lines. Surface water drainage depends on a series of drainage sub-systems for the collection and disposal of surface water. Solid waste disposal depends on collection and disposal by the City to County-maintained sites outside of the planning area.

The Lewis Creek flood plain in the northeastern sector of the community has the potential to cause flood damage under the conditions of 100 year intensity rainfall. The City and its environs are impacted by conditions of air pollution generated upwind within and outside of the region.

Policies

1. The City should continue to improve the quality of its drinking water through appropriate improvements to the domestic water system.

2. The City should continue its program for enlargement of sewerage system capacity in order to meet the needs of urban expansion.

3. The City should adopt standards which require industrial process analysis before the fact of site and building permit approval to assure compliance with State water and air quality standards. Standards should provide for periodic monitoring of industrial processes which could have an adverse impact on water or air quality, including impacts that could result from a break-down in equipment designed to control emissions or the pretreatment of industrial liquid waste.

4. Industrial process review that may be required to determine conformance with industrial performance and air quality standards should be conducted by an engineer licensed in the State of California having demonstrated experience in the type of industrial process involved. Such review should be provided initially as part of the environmental assessment process.

5. The City should require positive control of dust particles during project construction activities, including watering or use of emulsions, parking of heavy equipment on paved surfaces, prohibition of land grading operations during days of high wind (at 15 mph, with gusts exceeding 20 mph), and prohibition of burning on vacant parcels.

OPEN SPACE FOR SHAPING URBAN GROWTH

Open space in the Lindsay area that has the effect of shaping the pattern of urban growth is limited to the extensive acreage of citrus and olives that borders the community on all sides, and mostly to the south, east, west and northwest. No special polices are required except those already provided above under the topic Open Space for Managed Resource Production.

OPEN SPACE FOR OUTDOOR RECREATION

Introduction

The Recreation component of the RME describes a comprehensive system of recreation areas, facilities and services needed by people of the community. An important function is to meet requirements of the Recreation

Element of the General Plan for purposes of continuing to qualify the City in its ability to levy impact fees upon new residential development for park and recreation area development. The reader is directed to Part II (page II-16) for a description of primary existing recreation areas and facilities).

The Meaning of Recreation

Discussion about "recreation" is often plagued by misunderstanding and vagueness about the very meaning of the term. However, widespread agreement has developed within the field of recreation management on the following broad definition: That "recreation" encompasses all forms of recreation activity and planned inactivity which are undertaken voluntarily for pleasure, fun, relaxation, exercise, self-expression, or release from boredom, worry or tension. Recreation is physically and psychologically rejuvenating because it occurs apart from the essential routines of one's life.

Recreation Roles and Responsibilities

The pervasive nature of recreation works against the establishment of clear-cut lines of responsibility among governments at all levels. Patterns of use seldom observe jurisdictional lines, and it is common to find regional use of locally sponsored areas and facilities and local use of regional, statewide and federally sponsored areas and facilities. Similarly, the roles of the City and local school district are often blurred.

The City has the basic responsibility for planning, developing and managing those park and recreation areas and facilities which are necessary to meet the neighborhood and community-wide needs of local residents. This role is shared by the Lindsay Unified School District, with considerable intermixture in supplying and programming the use of recreation areas and facilities throughout the community by agreement between the City and District. Because of limited financial resources, the City has had to play a diminishing role in developing and maintaining parks and recreation areas and facilities that are apart from school sites.

Recreation Policies

1. Recreation services should continue to be given a high priority as an investment in the growth and well-being of the individual, the family and the community.

2. The City's recreation program should encompass the needs of all age groups, concentrating on activities and experiences which people are largely unable to provide for themselves, and embracing a full range of active and passive recreation needs.

3. The range of public recreation needs should be met through the development of general and specialized areas and facilities at the neighborhood and community level throughout the urban area. These should include play lots in non-elderly apartment complexes, and neighborhood school/parks which maximize the potential for design and joint use with elementary and junior high schools, community parks for both active and passive recreation activities of a community-wide character (e.g., areas for picnicking, walking, resting, swimming, court games, golf and spectator sports, and specialized centers for the recreation needs of the elderly and teen-age youth.

4. The fulfillment of recreation needs should be accomplished through a coordination of effort and programming on the part of the City and Unified School District, and working together with charitable, service, religious and civic organizations. Such effort should take maximum advantage of fiscal and physical resources and of individual and group leadership and talent within the community, both public and private.

5. The City will encourage and where appropriate require (e.g., multi-family housing developments) the provision of recreation areas and facilities within residential areas. Where privately sponsored recreation facilities are provided, credit shall be given against recreation impact fees levied by the City in accordance with criteria provided in this Recreation Element component of the RME. Such fees shall also be in accordance with provisions of the State Quimby Act for determining land dedication and fees required of private residential projects for the development of park and recreation areas and facilities.

6. The City will encourage and assist the private sector in providing recreation services and opportunities of a commercial character which will complement efforts of the City and Unified School District.

Recreation Demand and Space Requirements

The Standard: The overall standard of the City for acquiring park and recreation areas under provisions of the State Quimby Act is 5.0 acres of developed land per 1,000 residents of the City. This standard is less than the established ratio of 6.34 acres per 1,000 for community level outdoor recreation use. When taken together with neighborhood level facilities provided by the Unified School District, the actual combined ratio far exceeds the maximum standard of 5.0 acres of developed recreation area per 1,000 population added that is permitted under the State Quimby Act as a basis for levying recreation impact fees.

Space Requirements: With a projected population by the year 2010 of 17,500, and applying the standard of 5.0 acres/1000, the community would need approximately 87.5 total combined acreage in neighborhood and community level park and recreation area. Given the City's current inventory of recreation acreage of 52 acres, and at least 40 acres of the Unified School District, the task will be primarily to improve the recreation experience through the provision of recreation opportunity on lands already publicly owned and devoted to recreation use.

Development of neighborhood park area in conjunction with an elementary school would require the following approximate space and use allocations:

- Play lot and mothers area:	.... 0.15 acres
- Paved area for court games:	.... 0.25 "
- Instructional swimming pool:	.... 0.25 "
- Lawn area for free play & field sports:	.... 1.35 "
- Quiet area:	.... 0.50 "
- Perimeter landscaping:	.... 0.50 "
Sub-total :	.... 3.00 acres
- Family picnic and barbecue:	.... 0.50 "
- Quiet area of lawn and trees:	.... 0.50 "
Sub-total:	.... 4.00 acres
- Added area for court games:	.... 0.25 "
- Added lawn area for field sports:	.... 0.75 "
Total:	.... 5.00 acres

Where space is not available within recreation areas of school sites to accommodate this level of activity, it should be provided elsewhere as close to the school as possible to serve the neighborhood. As a practical matter, it is proposed that only those activities be accommodated on the school site which relate directly to school recreation programs unless space is available for all activities.

Ideally, a community park would be developed in conjunction with the high school site. However, as in the case of elementary schools, there is not any vacant land available for conjunctive use. Since community park functions serve the entire community, there is not the same need for repetition of recreation opportunities among several community parks as would be typical of neighborhood park development.

Overall, the following use and space allocations would be required, to be divided among several locations:

- Field sports:	6.00 "
- Paved area for court games:	2.75 "
- Family and group picnic area:	2.25 "
- Concrete for performances:	0.30 "
- Lawn area for free play:	2.25 "
- Natural area:	3.00 "
- Off-street parking:	1.25 "
- Center for teenagers:	2.00 "
- Perimeter landscaping:	2.20 "
Total:	21.00 acres

The lack of adequate space for organized team field sports, including baseball, softball and soccer, takes its toll on the turf at school sites, and on the availability of those sites for neighborhood and community recreation activities. Separate fields are needed, especially for soccer.

Proposals for Neighborhood and Community Park Development

Given the neighborhood and community level recreation needs described above, it is proposed that Quimby Act recreation impact fees be collected and applied to improving recreation opportunities at all school sites and at City-owned park and recreation sites. Only one proposal is shown on the General Plan Diagram for acquiring additional acreage, and that is for enlarging the drainage basin property north of Jefferson School to connect with the school site and with Mariposa Street on the north. This would permit better public access to the basin which would then be developed for seasonal use for soccer to provide relief from the heavy use of lawn areas at school sites for this increasingly popular sport.

PART VI

HAZARD MANAGEMENT ELEMENT

INTRODUCTION

The Hazard Management Element combines the Noise and Safety Elements into a single element. [Note: the Safety Element is in itself a combination of the Seismic Safety and Safety Elements previously required by State Law but which were combined as a single element of the law in 1985]

SECTION A - SAFETY

INTRODUCTION

Section 65302 (g) of the California Government Code describes the requirements of the Safety Element as follows:

> (g) "A safety element for the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mud slides and landslides, subsidence and other geologic hazards known to the legislative body; flooding; and wild land and urban fires. The safety element shall include mapping of known seismic and other geologic hazards. It shall also address evacuation routes, peak load water supply requirements, and minimum road widths and clearances around structures, as those items relate to identified fire and geologic hazards.
>
> To the extent that a county's safety element is sufficiently detailed and contains appropriate policies and programs for adoption by a city, a city may adopt that portion of the county's safety element that pertains to the city's planning area in satisfaction of the requirements of this subdivision.
>
> Each ...city shall submit to the Division of Mines and Geology of the Department of Conservation one copy of the safety element and any technical studies used for development the safety element.

The County of Tulare has previously adopted both a Safety Element and Seismic Safety Element of the County General Plan, prior to amendments to the Government code which required the consolidation of these two elements as a single Safety Element. Both of these original elements were adopted in 1975, and currently are being updated as a single Safety Element by the Tulare County Planning and Development Department. To the extent that these original elements apply to the Lindsay Planning area, these elements are hereby incorporated by reference as part of this General Plan document. The descriptions goals and policies which follow supplement those contained in the County's Seismic Safety and Safety Elements.

SEISMIC SAFETY GOALS AND POLICIES

The western half of the community is located within Seismic Zone V-1, which could be impacted by an earthquake along the San Andreas Fault of a magnitude 8.0-8.5. The eastern half of the community is located within Seismic Zone S1, which could be impacted by an earthquake along the Owens Valley Fault of a magnitude 7.0. Under policies of the Tulare County's Seismic Safety Element, both zones are classified as requiring Zone II provisions for construction under requirements of the Uniform Building Code (UBC) for "normal facilities" and Zone 2 x 2 provisions for construction under requirements of the UBC for "critical facilities".

Since new construction can be designed to withstand probable seismic shaking without collapse, the greatest existing danger for the Lindsay planning area is the continued use of older structures, and especially those of unreinforced brick or other masonry construction. Goals for achieving and maintaining safety from seismic

events include preventing serious injury, loss of life, serious damage to critical facilities involving large assemblies of people, and loss of continuity in providing essential public services.

The achievement of these goals is to occur through implementation of the following policies:

1. Inventory all buildings which are unsound under conditions of "moderate" seismic activity; buildings having questionable structural resistance should be considered for either rehabilitation or demolition. Structures determined by the City's Building Official to be structurally unsound are to be reported to the owner and recorded with the County Recorder to insure that future owners are made aware of hazardous conditions and risks.

2. All new building construction shall conform to the latest seismic requirements of the Uniform Building Code as a minimum standard.

3. The present building height limit of 50 feet shall be maintained, with a maximum of four stories.

4. Soil compaction tests, and geo-technical analysis of soil conditions and behavior under seismic conditions shall be required of all subdivisions and of all commercial, industrial and institutional structures over 6,000 square feet in area (or in the case of institutional structures, which hold over 100 people).

5. The City should adopt an Earthquake Disaster Plan in coordination with Tulare County and local special districts (school and irrigation). The Plan should identify hazards that may occur as the result of an earthquake of major magnitude. The Plan should be sufficiently broad in scope to include the designation of evacuation routes and means to coordinate all local government agencies in assisting local residents in the event of a major earthquake, large-scale fire or explosion, or hazardous chemical spill or release of hazardous air-borne gas.

6. All lines which are part of the domestic water distribution system should be looped to assure adequate pressure in the event of major fire, earthquake, or explosion. Emergency standby power generation capability should be available at all water wells to assure water availability in the event of a major power failure.

SAFETY GOALS AND POLICIES

Only hazards from man-made structural (urban) fires are covered by the Safety Element. The Lindsay urban area is not subject to the potential for damage from wild land fire. The potential for damage from flooding from Lewis Creek has been covered in the Resource Management Element of this document (see Part V).

1. The City will continue to give high priority to the support of police and fire suppression and prevention functions of the Department of Public Safety.

2. The City will work to maintain a fire flow standard of 2000 gpm for all commercial and industrial areas of the community, and 1500 gpm for residential areas, to assure the capability to suppress urban fires.

3. The City will maintain a street system which is capable of providing access to any fires that may develop within the urban area, and which is capable of providing for the adequate evacuation of residents in the event of an emergency condition of magnitude.

SECTION B - NOISE

INTRODUCTION

The City of Lindsay has previously adopted applicable sections of the Noise Element of the Tulare County General Plan, first prepared by the County in 1975. By this current Lindsay General Plan document, adoption of the County's Noise Element continues in force and effect as if wholly contained herein. The statements of goals and policies which follow supplement those of the County's Noise Element as adopted by the City.

GOALS AND POLICIES FOR NOISE ABATEMENT AND CONTROL

The Goals of the Noise Element of the General Plan are to protect citizens from the harmful effects of exposure to excessive noise, and to protect the economic base of the City by preventing the encroachment of incompatible land uses near noise-producing roadways, industries, the railroad, the municipal airport and other sources. As a point of reference, Figure VI-1 illustrates the different degrees of sensitivity of various land uses to their noise environment, and the range of noise levels considered to be appropriate for the full range of land use activities involved. For example, exterior noise levels in the range of 50-60 dB CNEL (Community Noise Exposure Level) are generally considered to be acceptable for residential land uses, allowing normal indoor and outdoor residential activities to occur without interruption. In contrast, industrial activities relatively insensitive to noise may be located in a noise environment up to 75 dB CNEL without adverse affects.

The following policies reflect the commitment of the City of Lindsay to the noise-related goals outlined above:

1. Areas within the City shall be designated as noise-impacted if exposed to existing or projected future noise levels exterior to buildings exceeding 60 dB CNEL or the performance standards described in Table VI-1.

2. New development of residential or other noise sensitive land uses will not be permitted in noise-impacted areas unless effective mitigation measures are incorporated into project designs to reduce noise levels to the following levels:

    a. Noise sources preempted from local control, such as street, highway or airport traffic:

        - 60 dB CNEL or less in outdoor activity areas;
        - 45 dB CNEL within interior living spaces or other noise-sensitive interior spaces.
        - Where it is not possible to achieve reductions of exterior noise to 60 dB CNEL or less by using the best available and practical noise reduction technology, an exterior noise level of up to 65 dB CNEL will be allowed.
        - Under no circumstances will interior noise levels be allowed to exceed 45 dB CNEL with windows and doors closed.

    b. For noise from other sources, such as local industries:

        - 60 dB CNEL or less in outdoor activity areas;
        - 45 dB CNEL or less within interior living spaces, plus the performance standards contained in Table VI-1.

3. New development of industrial, commercial or other noise generating land uses will not be permitted if resulting noise levels will exceed 60 dB CNEL in areas containing residential or other

noise-sensitive land uses. Additionally, new noise generating land uses which are not preempted from local noise regulation will not be permitted if resulting noise levels will exceed the performance standards contained in Table VI-1 in areas containing residential or other noise-sensitive land uses.

4. Noise level criteria applied to land uses other than residential or other noise-sensitive uses shall be consistent with the recommendations of the California Office of Noise Control.

5. New equipment and vehicles purchased by the City of Lindsay shall comply with noise level performance standards consistent with the best available noise reduction technology.

TABLE VI-1

NOISE LEVEL PERFORMANCE STANDARDS

Exterior Noise Level Standards

[*] Nighttime 10:00 pm - 7:00 am	Category	Cumulative No. Minutes in any 1-Hr.Time Period	Daytime 7:00 am - 10:00 pm
45	1	30	55
50	2	15	60
65	3	5	55
60	4	1	70
65	5	0	75

[*] Each of the noise level standards specified in Table VI-1 shall be reduced by five (5) dBA for pure tone noises, noise consisting primarily of speech or music, or for recurring impulsive noises. The standards should be applied at a residential or other noise-sensitive land use and not on the property of a noise-generating land use.

PART VII

DIRECTIONS FOR GENERAL PLAN INTERPRETATION AND IMPLEMENTATION

INTERPRETING THE GENERAL PLAN

The entire text of this document and the General Plan Diagram which accompanies it constitutes the Lindsay Comprehensive General Plan. While the Plan Diagram may typically be referred to more frequently than the text, full understanding of applicable policies and proposals illustrated on the Plan Diagram requires reference to the text.

The wide range and complexity of subject matter covered by the General Plan is certain to generate questions of interpretation. As questions arise, the Community Development Department should prepare written interpretations for review with and concurrence by the City Council and other affected public bodies (e.g., the Unified School district, County Planning and Development Department and LAFCO). These written interpretations will become a body of official opinion and a public record for consistent application of policies and proposals of the Plan, and for discussion during annual review and possible amendments to the Plan.

The word "general" is a key to understanding the nature of policies and proposals. It implies overall agreement on major issues without a straight jacket of inflexibility; it implies variation and encourages innovation while working toward the achievement of common goals; and it implies the need for adjustment of policies and proposals as changing conditions may dictate. While not inflexible, neither is the Plan to be viewed as totally flexible so as to accommodate whatever position or policy may be sought through interpretation.

A properly administered General Plan demands that the rule of "reasonableness" be applied to permit flexibility, variation and adjustment as long as the integrity of basic policies and proposals is maintained. However, any changes that are desired must result from careful study (as required by the State Planning & Zoning Law). Such study should be made independent of pending applications for controversial development proposals, temporary fiscal problems and other "matters of the moment". The policies and proposals of the Plan are not intended to be changed or twisted to accommodate special interests, whether public or private.

The integrity of the Plan must be maintained if it is to be an effective instrument of public policy among units of government, private enterprise and the public-at-large. Moreover, if Plan policies and proposals are ignored during the zoning process, or if they are changed without following the due process and guidelines established by the State, the entire local planning process becomes subject to legal sanction. This can include action by the Court, the Attorney General's Office and the State Office of Planning and Research prohibiting the subdivision of land, approval of zoning permits and issuance of building permits until corrective action is taken. This type of sanction has been taken against the planning programs of several counties and cities in recent years.

ACHIEVING ZONING CONSISTENCY WITH THE GENERAL PLAN

State Law requires that the City's zoning ordinance and zone plan be consistent with policies and proposals of the General Plan. With adoption of this comprehensive version of the General Plan, the City also adopts the first major up-dates of its Land Use and Circulation Elements in 10 years. In order to fulfill requirements of law and give the City the types of zoning district regulations and procedural regulations needed, the first priority of the City has been to draft a revision of its zoning ordinance, which was accomplished concurrent with preparation of the General Plan.

ADOPTING A COMPREHENSIVE ANNEXATION PLAN (CAP)

A major policy of the General Plan is that the City follow a program of annexation of lands needed for urbanization over the next 10 years. In order to implement this policy, the City should prepare and adopt a

plan and program of annexation that addresses all of the criteria and requirements of law that must be evaluated by the Tulare County LAFCO on a comprehensive basis. In reviewing a proposal for annexation, the core factors which LAFCO must consider concern community-wide land use, development and public service policies of the City, and may be summarized as follows:

1. The likelihood of significant growth and its effect on other incorporated and unincorporated territory during the next 10 years.
2. The costs and capability of providing adequate public facilities and the levels of governmental service required.
3. The effects on adjacent areas, on mutual social and economic interests, and on the local government structure of the County.
4. Conformity with LAFCO policies which seek efficient patterns of urban development, including encouraging the guiding of urbanization away from existing prime agricultural lands and encouraging development of existing vacant or non-prime lands within Urban Urban Development Boundary (UDB) before allowing development outside the UDB.
5. Maintaining the physical and economic integrity of agricultural lands.

In addressing these factors, the burden of proof rests with the City to make the case for the City's overall strategy on managing urban growth. Guidance to the City in addressing these factors is provided below. Much of the content required for a Comprehensive Annexation Plan is provided in various parts of this General Plan document. Costs of preparing the CAP may be recovered from a fee structure upon subsequent applicants for annexation and development'

LIKELIHOOD OF SIGNIFICANT GROWTH WITHIN 10 YEARS

Standards

The standards recommended for application under this factor are:

A. Submission of a Comprehensive Annexation Plan (CAP) to be revised every five years, or sooner if major General Plan amendments are adopted. The CAP should cover the 10 year time frame provided by the General Plan for priority (non-reserve) areas of development during the period 1990-2000, in increments covering the first five years and the 5 year period which follows. Consideration should be given to the following factors:

1. An Urban Growth Strategy, including:

- Population and housing projections
- Location of planned growth areas
- Probable annexations, including interdependencies among annexations which may necessitate either sequenced or concurrent annexation approvals by LAFCO.
- An Urban Service Delivery Plan.

2. Infill policies, including:

- An inventory of existing vacant lands within the City's corporate limits, including parcels larger than five acres, land use designation and the number of units in each residential designation; Approved -- but as yet unbuilt -- projects, including tentative maps, final maps,

planned unit developments (PUD's) and site plan approvals for developments larger than five acres or accommodating 20 or more dwelling units. Separate calculations are needed for tentative maps v. final maps.

- Factors which impede the development of vacant land already in the City limits.
- Past practices, existing policies and future options to eliminate obstacles to infill and to promote infill development.
- Numerical goals for residential units of infill construction for the first five years of the CAP. Infill objectives should be based on realistic growth and development strategies which consider all of the positive and negative factors associated therewith.

3. Agricultural preservation policies identifying prime agricultural lands within the Sphere of Influence (Urban Area Boundary shown on Figure I-1 on page I-3) boundary, including provisions for guiding growth away from such lands.

B. An application for annexation of land for residential development shall be accompanied by evidence, including a housing market analysis, that will justify the proposed conversion of agricultural or other open space to urban use. The market analysis will consider the appropriate factors of supply and demand and the Comprehensive Annexation plan. The level of detail should be commensurate with the scale and complexity of the proposed development project. For properties under 20 acres in area and adjacent to or wholly or partly surrounded by existing urban development, the City may be able to exempt the application from the requirement for market analysis.

Discussion

A Comprehensive Annexation Plan (CAP) is a statement and analysis of the City's growth plans, focusing in particular on the timing of growth and annexations needed to support that growth in light of all other appropriate considerations. The CAP has the purpose of providing LAFCO with a complete context for evaluating the likelihood of significant growth. Within this context, LAFCO can compare any proposed annexation to projected demand for growth and an appraisal of whether the existing supply of vacant land in the City can be expected realistically to develop first. The existence of vacant land does not necessarily mean that it is developable for a variety of reasons as described under Policy No. 8 in Part III. The CAP should be prepared in sufficient detail to explain the City's intentions, demonstrate that annexations are needed in light of growth potential and lack of development capability or action on other lands, and that additional annexations will not significantly inhibit the timely development of existing vacant lands within the City.

The purpose of infill policies is to facilitate LAFCO determination as to whether a proposed annexation will significantly affect the City's ability to meet its infill goals. It is appropriate in some situations for cities to reserve lands for a needed use for which a market does not now exist. Consequently, a significant inventory of property for such use should not necessarily become a bar to annexation. Similarly, the existence of policies to promote infill may support a determination that a proposed annexation will not result in the premature conversion of open space because the City is taking steps to have existing vacant lands developed.

COSTS AND CAPABILITIES OF PROVIDING PUBLIC SERVICES AND FACILITIES

The Standard

This standard requires that the appropriate range of urban services and facilities shall be available to areas proposed for annexation when needed. Prior to submittal of individual annexation proposals to LAFCO, the

City will submit an Urban Service Delivery Plan identifying the availability, methods and costs of providing the full range of services that will be needed by the proposed project.

Discussion

The Urban Service Delivery Plan covers the needed extension of public services and facilities into areas planned for annexation during the time frame of the CAP. Its purpose is to facilitate LAFCO assessment of whether adequate services and facilities will be available. The plan should identify the services to be extended, the facilities to be constructed, existing capacities, and the public agency responsible for service. Critical time thresholds on availability need to be identified (e.g., when will the need for off-site traffic signalization be triggered), along with the methods of financing to be utilized.

The Service Delivery Plan should emphasize the need for capital improvements, the methods of providing them and steps to be taken to avoid unnecessarily high operating costs. Only that level of detail is required to enable LAFCO to evaluate the feasibility of service without causing undue deficiencies to the affected agency or negative impacts on other jurisdictions. The Plan will be of necessity be more conceptual for years 6-10 than it will for years 1-5. Alternative approaches to resolving service issues should be identified where feasible.

EFFECT ON ADJACENT AREAS, MUTUAL SOCIAL AND ECONOMIC INTERESTS AND LOCAL GOVERNMENT STRUCTURE

The Standard

The annexation application should describe the effects which it will have on adjacent areas within and outside of the City, and including any social and economic benefits that may accrue. The proposal should not create any significant adverse social or economic effects on the County or neighboring public agencies.

Discussion

Meeting this standard requires that overall beneficial or negative consequences be placed in perspective through quantitative analysis. Examples of mutual social and economic benefits include: provision of low-moderate income housing; creation of new employment opportunities; providing commercial areas where existing commercial development does not meet the needs of local residents; protecting sensitive resources; advancing the time when public improvements needed by the larger community can be made available; and, improving levels of service within the community without incurring significant additional costs. Examples of negative consequences would be the creation of peninsulas of unincorporated territory and inefficient patterns for the provision of sheriff, police and fire protection services.

CREATING EFFICIENT PATTERNS OF URBAN DEVELOPMENT; GUIDING URBANIZATION AWAY FROM PRIME AGRICULTURAL LANDS; ENCOURAGING DEVELOPMENT OF EXISTING VACANT OR NON-PRIME LANDS

The Standards

Urban development should be guided away from prime agricultural land unless such action would not promote planned, orderly or efficient patterns of land use, or unless there is no other reasonable choice available to meet the needs of the City for urban expansion.

A. An annexation is considered to guide development away from prime agricultural land under any of the following conditions:

Discussion

These standards need little discussion. They go to the heart of the test for determining what constitutes "planned, orderly and efficient development" for the City, drawing heavily on relevant findings, policies and proposals of the adopted General Plan. With respect to infill, the standards recognize that infill can only be encouraged and not mandated in recognition of variables that may make infill unfeasible or difficult, while mandating that the City make and sustain a good faith effort to achieve infill over time.

THE FINANCIAL PLAN

The City provides services to the people, and regulates certain activities for the common good. Therefore, the most important decisions the City will make will be those that determine which services will be provided and which level or standard of service will prevail. The framework for the systematic provision of needed public services is the Financial Plan.

Components of the Financial Plan

The Financial Plan has three major components: 1) the capital improvements program; 2) the public services program; and 3) the revenue program. Each of these components is integrated with the others to provide a balanced view of requirements to overcome deficiencies and to meet emerging needs.

The capital improvements program provides a priority list of public improvements which will be needed over a five year period. From this list, projects are selected and recommended to the City Council for inclusion in the annual budget. Each year, the program is extended an additional year to maintain the five-year perspective. Financial data, including capital project costs, revenue estimates and projected annual costs of operation and maintenance become a vital part of the program.

The public service program provides a balanced view of the operating and capital expenditures required for continuation and expansion of City services. It permits selection of the levels of service to be provided under various departmental programs, indicating the impact which a given level will have on long-term commitments to capital improvements and to costs of operation and maintenance.

The revenue program deals with the acquisition and allocation of funds necessary to carry out the capital improvements and public services programs.

Value of the Financial Plan

From the vantage point of the citizen, the Financial Plan provides an understanding of the fiscal requirements for meeting the needs for and maintaining public services and capital improvements. Utilized to its full potential, the Plan will permit gradual achievement of community goals while avoiding an atmosphere of crisis which can arise when revenues and spending are projected only on an annual basis.

From the vantage point of the City Council and City Manager, the Financial Plan becomes an essential device for policy decision and the effective and efficient management of City affairs. It provides a consistent means to examine needs, to evaluate their relative importance in relation to policies of the General Plan, and to determine which needs can be met within the limitations of financial resources and the ability and willingness of the community to pay for them.

Scheduling the Process

The process involved in preparing the Financial Plan is the same, basically, as that followed in developing the annual budget. The steps required are:

1. Conception and initiation of capital projects.
2. Submission of capital improvement request forms to departments.
3. Analysis of revenue and expenditure patterns by the City Manager.
4. Review of departmental requests by City Manager.
5. City Manager recommendations to City Council.
6. City Council public hearings, review and adoption.
7. Construction plans, advertising and contract awards.
8. Coordination of projects among agencies (including intergovernmental and city/utility company coordination).
9. Amendments to Financial Plan, including mid-year amendments as needed.
10. Begin the process again for the succeeding year.

REDEVELOPMENT AND REVITALIZATION

Use of the California Community Redevelopment Law procedures is relatively new to Lindsay, but it is a process being followed by several hundred cities in California and many counties in order to accomplish economic development and revitalization. Selective redevelopment and revitalization has been made a major policy of the General Plan as described at the end of Part III. The approach made possible by California Statutes is that lands can be acquired and developed for private purposes only if a favorable private investment is possible and is assured by contract with the City's Redevelopment Agency. The law also requires that needs of affected landowners be met fairly either through opportunity to participate in the new development, or to sell at fair market value and be relocated without incurring personal expense.

IMPLEMENTATION STRATEGY AND ANNUAL REPORT

Amendments to the State Planning and Zoning Law (effective January 1, 1985), require a systematic approach to General Plan implementation. Section 65400 of the Government Code requires the Planning Department to investigate and recommend to the City Council "...reasonable and practical means for implementing the General Plan or element of the General Plan, so that it will serve as an effective guide for orderly growth and development, preservation and conservation of open space land and natural resources, and the efficient expenditure of public funds relating to the subjects addressed in the General Plan." The law further requires the City Council to receive an annual report on the status of the General Plan and progress toward its implementation.

This requirement seeks to avoid the often fragmented and incomplete attention to Plan implementation that has characterized the actions of too many cities and counties. The most common practices have been to respond to requests for Plan amendments and zoning applications, to prepare a capital improvement program, and to undertake special projects as desired.

What is needed in Lindsay to respond to these requirements is to classify and assign priorities to policies and proposals of each Element of the General Plan. The classifications should define required kinds of actions (plan, program, capital project or regulation), who is responsible (public agency, private organization or individual), and the short, medium and long-range time frame involved. The decision on priorities rests with the City Council.

However, discussions should be undertaken also with other public agencies and the private sector, with opportunity for participation by interested citizens through public meetings and hearings. In some cases, collaborative or even separate actions from those of the City may be required by other parties.

The State Office of Planning & Research has determined that the requirements for an Annual Report may be met by completing and returning to the Office the annual questionnaire sent out by the Office to all cities and counties each spring.

PART VIII

DRAFT ENVIRONMENTAL IMPACT REPORT

SECTION A - INTRODUCTION AND SUMMARY

INTRODUCTION

Section 15166 of the California Environmental Quality Act (CEQA) Guidelines permit the EIR on a General Plan to be incorporated as part of the General Plan document if: 1) the General Plan addresses all the points required to be in an EIR, and 2) the document contains a special section which identifies where the General Plan addresses each of the points required. This part of the General Plan document (Part VI) is intended to meet these conditions since much of the document's contents already addresses CEQA requirements for an EIR.

CEQA requires that mitigation measures contained in an EIR certified by the City Council must be systematically applied as a project which is the subject of an EIR is carried out. In this case, the "project" is the General Plan, which describes the Plan's goals and the policies and proposals to be implemented over various periods of time. Thus, an important objective of Part VI is to provide decision-makers with a ready reference to those measures which will have relevance to future proposals for General Plan amendment and to programs devised to implement the Plan.

The format which follows is similar to that which has been used by the City in processing other EIR's and as required by CEQA Guidelines. Reference is made to specific parts and sections of the Plan document where appropriate. Additional discussion is also provided where it is necessary to supplement environmental information provided in other parts of the General Plan document.

AN ESSENTIAL PERSPECTIVE

This EIR takes into consideration the fact that policies and proposals of the previous General Plan as contained in Plan amendments adopted in recent years have already stood the test of environmental analysis. To the extent that such policies and proposals remain essentially unchanged, further analysis is not required except as covered under the topic of long-term cumulative impacts. This includes the the environmental analyses prepared for the four elements of the County General Plan adopted as part of the Lindsay General Plan by reference, to the extent that they apply to the Lindsay area. They include the Environmental Resources Management, Seismic Safety, Safety and Noise Elements.

By its very nature, the General Plan seeks to enhance the quality of the environment while accommodating additional population and urban expansion. However, there are certain potential impacts identified in the attached Initial Study which require further evaluation in this EIR. They include impacts on agricultural lands, increased traffic, impacts on air quality, and long-term cumulative and growth-inducing impacts.

EXECUTIVE SUMMARY

The General Plan provides for an expansion of the urban area and related infrastructure to meet the needs of a population in the order of 17,500 by the year 2010. Key policies and proposals which will serve as important mitigation measures are described for each of the Plan Elements in Parts IV, V and VI of this document. The more important of these are summarized below:

1. Reducing the area for urban expansion and consequent population growth to more realistic levels as compared to proposals of the 1980 General Plan.

2. Incremental phasing of development over a 20 year period, with land to be developed after the year 2000 designated as "Reserve".

3. Achieving added quality in multi-family development consistent with meeting housing needs.

4. Early annexation of all non-reserve lands depicted on the General Plan Diagram for urban expansion during the period 1990-2000; maintaining a growth rate which will not exceed the reasonable capacity of the City and local special districts to provide needed public services.

5. Increasing efforts to achieve the in-fill of vacant lands which have been bypassed by the process of urban development, including standards to be met as a condition of redesignating lands held in "reserve" status, and efforts to achieve the revitalization of blighted areas through the cooperative efforts of the City and the private sector.

6. Enhancing existing economic activities, and providing for the expansion of business and industry at locations which will be convenient to the population to be served.

7. Enhancing air quality through improvements to traffic capacity and reduction of traffic congestion, by adopting industrial performance standards, and by controlling dust particles during construction activities.

8. Partial mitigation of the impacts of converting agricultural land to urban use by applying Measures 1 and 2, above.

9. Policies of the Land Use Element, including policies pertaining to residential, commercial, and industrial use, and to public and semi-public facilities which reduce the potential for adverse impact to acceptable levels.

10. Policies of the Circulation Element, including policies pertaining to State Highways, streets and alleys, the railroad corridors, and off-street parking within the Central Business District which reduce the potential for adverse impact to acceptable levels.

11. Policies of the Resources Management Element pertaining to managed resource production, natural and human resources, health, welfare and well-being and outdoor recreation.

12. Policies of the Hazard Management Element pertaining to seismic safety, safety and noise.

USE OF THIS EIR

It is the intent of the City that this EIR be used: 1) as a basis for developing a Comprehensive Annexation Plan for all annexations required to meet the needs of urbanization over the next 10 years; 2) as a basis for judging all specific development projects that may be proposed consistent with policies and proposals of the General Plan and mitigation measures of this EIR; and 3) in developing a mitigation and monitoring program for project EIRs as required by State Law (effective January 1, 1989).

It is the further intent of the City that this General Plan EIR be used as the vehicle necessary to avoid requiring the preparation of EIR's for development projects and programs which are consistent with the

General Plan by using the Negative Declaration process, and where the General Plan EIR is adequate for the purpose. Exceptions would occur if a project or program would result in any of the following conditions which might require a Subsequent EIR, an Addendum to an EIR or a Supplemental EIR as defined by CEQA Guidelines:

1. Subsequent changes are proposed to the original project (in this case the General Plan) which will result in new impacts not previously assessed.
2. Subsequent changes are proposed by a new project which require important revisions in the previous EIR due to the involvement of new significant environmental impacts not previously covered, or new information of substantial importance becomes available.
3. An Addendum is needed to cover only minor technical changes or additions which do not raise important new issues about the significant effects on the environment.
4. A Supplement to an EIR is needed rather than a Subsequent EIR if any of the conditions prescribed for the preparation of a Subsequent EIR are present, but where only minor additions or changes are necessary to make the previous EIR adequately apply to the project under the changed situation.

An Addendum or Supplemental EIR may be useful for General Plan amendments sponsored by the City as compared to projects proposed by the private sector.

Use of the Negative Declaration process for a project or program consistent with the General Plan does not eliminate the need for further environmental evaluation to justify a finding for a Negative Declaration. Through the Initial Study process required by CEQA, individual project impacts can be evaluated to determine whether project proposals should be changed to avoid specific adverse impacts. An example would be to require off-site street or intersection improvements where project-related traffic will have an identifiable off-site impact on the Arterial street system. The City has used this approach on several occasions by calling for the preparation of an Expanded Initial Study with mitigation measures being accepted by the project sponsor as if originally included as part of the project. This approach is also useful where it can be concluded fairly that the preparation of an EIR would not generate any further information than that provided by an Expanded Initial Study.

This EIR is also intended to be used by the following local public agencies having jurisdiction within the area covered by the General Plan:

1. The Lindsay Unified School District.
2. The Tulare County Local Agency Formation Commission.
3. The Tulare County Planning and Development Department.
4. The Tulare County Association of Governments.
5. The Lindmore Irrigation District.
6. The Lindsay-Strathmore Irrigation District
7. The Friant-Kern Water Users Association

SECTION B - PROJECT DESCRIPTION

The "project" is fully described in Parts I-IV, inclusive. No further description is required except that the General Plan document has been prepared pursuant to the revisions of the State Planning Law which became effective on January 1, 1988, as amended.

SECTION C - ENVIR0NMENTAL SETTING

The environmental setting is described in Part II of this document. While no further description is required, supplementary description is provided for certain topics covered in Section D, below.

SECTION D - ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES INCLUDING IMPACTS WHICH CANNOT BE AVOIDED

SIGNIFICANT POTENTIAL ENVIRONMENTAL EFFECTS OF THE PROPOSED PROJECT

Since the General Plan essentially is a program document, setting forth goals, objectives, policies, standards and proposals to guide future development, the Plan will not have any direct effect on the environment upon adoption. However, the Plan will have a number of secondary effects resulting in the development of vacant and agricultural lands within the Urban Development Plan Boundary and the rehabilitation of existing land through many public and private projects.

This section of the EIR describes potential secondary effects and provides appropriate mitigation measures which are reinforcing of measures previously identified in Part IV, or which supplement those measures. The format for discussion follows that provided in the Environmental Checklist for Initial Study which is attached as Appendix "A". The subsections entitled "setting" to some extent are summaries of data provided in Part II, or provide additional information on existing conditions.

IMPACT ON AIR QUALITY

Setting

Tulare County continues to be a non-attainment area for particulate matter, and is one of the more heavily impacted areas of the San Joaquin Valley in the corridor from Stockton to Bakersfield. Vehicle traffic along U.S. Highway 99 and agricultural activity throughout the Valley and upwind of Lindsay contribute to total particulate matter and reduction in visibility.

The Lindsay area also continues to be a non-attainment area for Ozone, along with all other counties of the San Joaquin Valley. As in the case of particulate matter, the greatest concentrations occur along the Highway 99 corridor, increasing from the northwest to the southeast, and from the West Side to the Sierra foothills.

Impacts

The most significant impacts on air quality that can be expected as the result of urban expansion under policies of the General Plan will be those generated by vehicle traffic along the Route 65 and Route 137 corridors, and the City street system, contributing Carbon Monoxide (CO), Hydrocarbons (HC) and Nitrous Oxides (NO_x). The major single contributor will be Route 65 over its greater length, from its intersection with Highway 99 north of Bakersfield, to Woodlake, with greatly increased regional and inter-regional truck and auto traffic over that currently being experienced.

Total vehicle emissions are the product of all criteria pollutants from motor vehicle trips generated by new development under the General Plan. Calculations include estimates of average trip length, trip generation rates, emissions per mile based on speed and year of concern, plus a correctional factor for cold and hot engine starts. At full development under the General Plan at the practical level of population holding capacity of 31,000, including 50% development of industrial and commercial lands, approximately 65,000 additional vehicle trips will be generated per day. This does not include additional regional through traffic along Routes 65 and 137 which will increase regardless of Lindsay's growth. This volume of traffic can be expected to involve the estimated tons of emissions from criteria pollutants as shown in Table VIII-1.

TABLE VIII-1

ADDITIONAL EMISSIONS FROM PROJECTED TRAFFIC

Pollutant	Tons / Day	Tons / Year
Carbon.Monoxide (CO)	6.71	2,479
Reactive Organic	0.80	295
Nitrogen Oxides (NO_X)	0.31	114
Sulfur Dioxide (SO_2)	0.03	11
Particulates	0.42	155

This tonnage can be expected to add to an already serious problem in southern reaches of the San Joaquin Valley, and is large enough to be considered as having a measurable effect on regional air quality. This effect will be significant. Overall effects will be reduced somewhat by the extent to which control equipment on mobile sources improves, and the extent to which traffic movement is facilitated by the avoidance of congestion resulting from street improvements, construction of the Route 65 Bypass, and the addition of local jobs to minimize commuting to other areas and communities by local residents.

However, the commuting factor is expected to be less of an overall major negative factor than it is now if a higher percentage of local residents are able to work locally as the result of increased economic development and employment opportunity in the community. The three most heavily traveled intersections are expected to be the Route 65/Hermosa, Route 65/Lindmore and Route 65/Tulare Road intersections. Either with or without construction of the Route 65 By-pass, future violations of CO standards at these intersections are not expected provided that mitigation measures to increase roadway capacity are applied as recommended in Part IV-B of this report. This effect will be less than significant.

Mitigation Measures

Mitigation measures which are designed to enhance air quality through improvements to traffic capacity and reduction of traffic congestion are described in Part IV-B of this report. They include construction of a Route 65 Bypass at least to expressway standards, arterial street improvement, intersection widening and signalization, the provision of left-hand turn lanes at important intersections and reducing the number of Minor street intersections along important Arterial streets. Other mitigation measures are described in Part V, concerning the need for industrial performance standards and industrial process review and control of dust particles during construction activities.

Tulare County has developed strategies and programs for reducing air quality impacts from stationary sources, and mobile sources (vehicles) are subject to state and federal controls for reducing emissions. However, the inter-regional transfer of pollutants from the San Francisco Bay Area, and the intra-regional transfer of pollutants from central and northerly parts of the San Joáquin Valley make it impossible for the County to meet state and federal standards of ozone and particulate control at this time.

Pollutants generated in the Lindsay area will contribute to the cumulative problems experienced in areas to the east and southeast, extending to the national park and forest lands to the east and to Bakersfield and the Tehachapi Mountains. In this context, they cannot be considered as being unimportant even though the contributions from the Lindsay area will be small.

IMPACTS ON AGRICULTURAL LAND

Setting and Impacts

In order to accommodate the level of urban expansion depicted on the General Plan Diagram, it will be necessary to convert existing agricultural land to urban use. As noted in Part II, virtually all of the affected agricultural lands are rated as either Class I or II by the Soil Conservation Service of the U.S. Department of Agriculture, involving from about 1,000 to 1,100 gross acres of land, depending on the extent of commercial/industrial expansion that occurs. This impact is considered to be significant.

Mitigation Measures

All of the agricultural land conversion required to accommodate urban expansion has been included within the Urban Development Boundary since the Boundary was first established (and more recently amended) by LAFCO. Since there are no options to expand on non-agricultural land, the conversion of agricultural land is an adverse impact that cannot be avoided unless all further urban expansion was prohibited.

Mitigation measures to minimize this impact are provided in Part IV-A. They include the policy on phased development, involving the designation of lands to be held in "reserve" for future urbanization, and the redesignation of nearly 1,000 acres designated for urban use by the previous General Plan from urban to agricultural use. These policies combine to avoid further fracturing or fragmentation of the urban pattern, provide for the gradual outward conversion of agricultural lands, and assure a rational, economically feasible and more efficient pattern of urban services.

THE NOISE ENVIRONMENT

The potential impacts of noise, and General Plan policies which serve as mitigation measures to deal with noise impacts are described in Part VI of this document. No further discussion is required.

LAND USE, POPULATION AND HOUSING

The potential impacts of changes in land use and of growth in population and housing are discussed in Parts IV-A and IV-C of this document, in the discussion of other General Plan elements in Parts V and VI, and in the discussion of other impacts and alternatives covered in Part VIII. No further discussion is required.

TRANSPORTATION AND CIRCULATION

The potential impacts of transportation/circulation are discussed in Part IV-B of this document, including policies and proposals dealing with state highways, arterial and collector Streets, minor streets, alleys, truck routes, bicycle and pedestrian circulation, the railroad corridors, and off-street parking in the Central Business District. No further discussion is required.

PUBLIC SERVICES AND UTILITIES

The impacts of development under the General plan on fire and police protection services, school service, parks and recreation and other governmental services, on utilities and on special needs during emergencies are discussed in Parts IV-A and B and in Part V of this document. As in the case of the topics of land use, population, and housing, the discussion of public service and utility impacts is required in the context of the growth-inducing impacts of the General Plan as provided later in Part VIII. Further discussion will also be required as part of separate environmental assessments to be prepared for specific development projects that are proposed in accordance with policies of the General Plan.

RECREATION

This topic is fully discussed as the last subsection of Part V. No further discussion is required.

CULTURAL RESOURCES

No archaeological or cultural resources of significance are known at this time to exist within the planning area. Any evidence of cultural resources that might be unearthed in the process of construction becomes immediate grounds for halting all construction until the extent and significance of any find is properly cataloged and evaluated by archaeological and cultural resource authorities recognized as having competence by the State of California.

SECTION E - ALTERNATIVES TO THE PROPOSED ACTION

CEQA requires that alternatives should be discussed in the context of what is reasonable and feasible, that reasons for their rejection by the project sponsor be explained, that the alternative of "no project" be described, that additional significant effects (if any) be described, and that discussion focus on alternatives capable of eliminating or reducing any significant adverse physical environmental effects to a level of insignificance. More specifically, Section 15126 (d) sets forth the following requirements in describing alternatives to the proposed action:

"(d) Alternatives to the Proposed Action. Describe a range of reasonable alternatives to the project, or to the location of the project, which could feasibly attain the basic objectives of the project, and evaluate the comparative merits of the alternatives.

(1) If there is a specific proposed project or a preferred alternative, explain why the other alternatives were rejected in favor of the proposal if they were considered in developing the proposal.

(2) The specific alternative of "no project" shall also be evaluated along with the impact. If the environmentally superior alternative is the "no project" alternative, the EIR shall also identify an environmentally superior alternative among the alternatives.

(3) The discussion of alternatives shall focus on alternatives capable of eliminating any significant adverse environmental effects or reducing them to a level of insignificance, even if these alternatives would impede to some degree the attainment of the project objectives, or would be more costly.

(4) If an alternative would cause one or more significant effects in addition to those that would be caused by the project as proposed, the significant effects of the alternative shall be discussed but in less detail than the significant effects of the project as proposed. [County of Inyo v. City of Los Angeles, 124 Cal. App. 3d 1.]

(5) The range of alternatives required in an EIR is governed by the "rule of reason" that requires the EIR to set forth only those alternatives necessary to permit a reasoned choice. The key issue is whether the selection and discussion of alternatives fosters informed decision-making and informed public participation. An EIR need not consider an alternative whose effect

cannot be reasonably ascertained and whose implementation is remote and speculative. [Residents Ad Hoc Stadium Committee v. Board of Trustees, (1979) 89 Cal. App. 3d 274.]"

THE ALTERNATIVE OF NO PROJECT

This alternative is not feasible because the preparation, adoption and maintenance of a General Plan is mandated by provisions of the California Government Code. Failure by any city or county to meet these requirements is considered grounds for serious sanction by the State, including calling a halt to all development review and approval activities by the City until the plan is prepared and/or updated in accordance with State Law.

THE ALTERNATIVE OF MAINTAINING POLICIES AND PROPOSALS OF THE LINDSAY 1980 GENERAL PLAN, AS AMENDED.

The 1980 General Plan, as amended, is deficient in several ways with respect to current requirements of State Law, and especially with respect to the kinds of policies and proposals which are necessary to provide a proper guide to the future physical development of the community.

Policies of the 1980 General Plan (as amended) provided for a level of population growth and urban expansion significantly in excess of that which which will be needed by the year 2010. Proposals of the Land Use Element were especially excessive in this regard, calling for the urbanization of considerably more acres than that now provided by the updated General Plan. This excessiveness in land use policy has encouraged speculation in the value of agricultural land that may eventually have potential for urban use, and has contributed to some lands being bypassed by residential subdivision activity and a consequent fragmentation of the urban pattern.

A major deficiency of the 1980 Plan was inadequate breadth and depth in the description of those Plan Elements which were required by State Law at that time.

THE ALTERNATIVE OF FURTHER REDUCING THE AREA NEEDED FOR URBAN EXPANSION

The potential for activating this alternative is already built into policies and proposals of the General Plan through the policy designating lands to be held in "reserve" for eventual urban use sometime after the year 2000. If population and employment growth occurs at a much lower rate than anticipated by the Plan, the non-reserve areas are still capable of accommodating an added population of more than 5,000.

THE ALTERNATIVE OF REQUIRING SUBSTANTIAL IN-FILL

This approach would prevent further urban expansion at the urban fringe until a large percentage of existing by-passed lands within the City limits was developed first. While the General Plan calls for greater emphasis on in-fill, a reasoned assessment of this policy is needed when one or more of the conditions described in Part III exist (see discussion under the subtitle "A 10 Year Perspective on Annexation").

An absolute requirement for in-fill could have a negative effect by artificially driving up residential land values to the point where market-rate housing activity would come to a halt, effectively retarding growth. Conversely, where adequate lands exist to meet reasonable demands of the housing market for the range of housing types needed, in-fill can be achieved over time. Where factors in support of in-fill have become apparent in recent years, the private sector has moved to take advantage of the opportunities presented.

SECTION F - RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

GENERAL CONSIDERATIONS

General Plan policies (especially those of the Land Use Element) commit substantial acreage to residential, commercial, industrial, public and other use, including institutional use. Most of the land yet to be developed in urban use would result in the conversion of agricultural lands. Exceptions would be lands which lay vacant and fallow because of inadequate area for economical agricultural use or because of being surrounded or nearly surrounded by urban development.

Without exception, proposals of the General Plan seek to accommodate all future urban expansion within the Urban Development Boundary, consistent with Amendment No. 85-01 of the Urban Boundaries Element of the Tulare County General Plan which pertains to the Lindsay planning area. The General Plan Diagram depicts substantially less land for future residential use than the previous 1980 General Plan. **Thus, the long-term losses of agricultural productivity would be less than that resulting from policies of the 1980 General Plan, as amended.**

The revised policies and proposals of the General Plan substantially modify and alleviate impacts anticipated under previous General Plan policy. In the long-term, the City of Lindsay and County of Tulare will benefit by committing less land to urban development while providing for substantial growth in population and economic activity. The proposed project (updated General Plan) is justified now in order to meet changing conditions and needs and to reflect current mandates of the State Planning Law. Postponement of action would lead to negative effects, including the continuation of conflicts and inconsistencies among elements of the General Plan, and inability by the City to adequately respond to the needs of its citizens.

CUMULATIVE IMPACTS

The most potentially serious cumulative impacts posed by the project are those associated with the proposal for Highway Commercial development between intersections of arterial streets with Route 65. As shown on the General Plan Diagram, Highway Commercial proposals are now shown in clusters around these intersections. However, pressure may develop to extend Highway Commercial strips between intersections which could create undue pressures for converting productive orange groves to urban use. The primary impacts of such pressure would be the emergence of a disjointed pattern of highway commercial use amongst the orange groves instead of clusters. The risks associated with this prospect are not great in consideration of 1980 General Plan proposals which encouraged much greater commercial development than now shown.

CUMULATIVE IMPACTS ON PUBLIC SERVICES

The cumulative impacts on public services, including schools, fire and police protection service, water-sewer-drainage, and recreation will occur incrementally and gradually as the urban area expands. A key policy of the General Plan requires the phasing of development in a manner which will not place undue strain on the ability of local government to provide adequate levels of public service. However, the application of this policy must occur at the time of considering environmental assessments of separate development proposals to assure that each project can be sustained. The City's ability to manage growth will also depend heavily on provisions of its Comprehensive Annexation Plan and of its Financial Plan and Capital Improvement Program. These plans will provide foresight on the timing when additional service capability and public improvements will be needed, and of the fair-share costs to be assessed during the development review process.

OTHER CUMULATIVE IMPACTS

Other cumulative impacts concerning air quality, circulation and traffic, water quality, public safety, noise, population, housing, human health, and cultural resources are covered in Parts IV, V and VI, and/or have been addressed previously in Part VIII. Further discussion is also provided in the attached Initial Study.

SECTION G - SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES UNDER THE PROJECT

The significant irreversible environmental changes that will occur if the General Plan is implemented will be the conversion of about 1,000 to 1,100 acres of productive agricultural land to urban use, including about 700 - 800 acres for residential use. Other irreversible changes include improvements to the street and highway system which will influence land use patterns and increase and redistribute volumes of traffic. It is also anticipated that many positive changes will occur that will enhance the quality of life for Lindsay residents, such as additional parks and improvement of economic conditions. To the extent that such positive changes become part of a well-guarded standard of living in Lindsay, they also may be classed as irreversible.

SECTION H - GROWTH-INDUCING IMPACT

The growth-inducing impact of the General Plan is to encourage, indirectly, a substantial increase in population and all of the public and private facilities and services needed to serve that population. The extent of this secondary level of impact has been covered extensively in all of Parts IV, V, VI and VIII. Further evaluation is not required except for the discussion of the growth-inducing impacts of the Route 65 Bypass alignment which follows.

The Route 65 Bypass is proposed along an alignment that would extend the existing alignment northwest of Tulare Road to Spruce Avenue, and then north to Route 198 northeast of Exeter, bypassing Exeter on the east. Any such bypass alignment can be considered at least theoretically as growth-inducing once the final alignment is selected by the California Transportation Commission. However, since such alignment will mostly lay outside the Lindsay Urban Development Boundary, the procedures for changing the UDB act as a major deterrent to premature and speculative urban development activity. Uncertainty as to the location and final design characteristics of highway interchanges and interchanges with the County Road system also acts to deter such activity.

The land use policies of both the City and County General Plans, and inability to provide sewer service to lands beyond the projected urban pattern also act to mitigate against premature and speculative development activity. Land use policies which deter such activity include designation of lands to the northeast and southeast of the existing urban pattern as being appropriate only for Very Low Density Residential use on lots of one acre or more in site area.

SECTION I - EFFECTS FOUND NOT TO BE SIGNIFICANT

Effects found not to be significant are listed and described in the attached Initial Study.

SECTION J - REPORT PREPARATION; ORGANIZATIONS AND PERSONS CONSULTED

REPORT PREPARATION

This report was prepared by Robert E. Grunwald of Grunwald & Associates, City & Environmental Planning Consultants, 350 Rivergate Way, Sacramento, CA 95831; Telephone: (916) 429-6734

ORGANIZATIONS AND PERSONS CONSULTED

City of Lindsay

William R. Drennen, City Manager
Scot B. Townsend, Community Development Director
Ken Walker, Finance Director
John Dutton, Director of Public Works
Harold Mullen, Building Official
General Plan Citizens Advisory Committee:

Mark White, Chairman
Sherry Rhoten, Vice-Chair

Jim Holve	Manuel Madril	Gilbert Serda
Todd Ingoldsby	John Perry	Dave Stillians
Mike Lenihan	Tony Picciuto	Bob Tienken

Lindsay Unified School District

Robert Mohr, Superintendent

County of Tulare

James Brown, Associate Planner

State of California

CalTrans, District 6, Fresno
D. Alan McCuen, Deputy District Director,
Planning & Programming
Office of Planning & Research
John Keene, Staff Analyst, State Clearinghouse

DISCUSSION OF ENVIRONMENTAL EVALUATION

The following discussion follows the sequence of the preceding Environmental Checklist.

1. Earth: A secondary effect of the proposal will be the compaction and over covering of the soil with impervious surfaces of pavement, concrete, buildings and other permanent materials. No significant effect will occur under City development regulations that require positive off-site drainage.

   Another secondary effect is the potential for wind erosion of soils during construction activity and consequent impact on air quality. This should be discussed in the project EIR.

2. Air: A secondary effect of the proposal will be the generation of additional mobile and stationary emissions of pollutants which will have an adverse impact on the air quality of the region. This should be discussed in the project EIR.

3. Water: A secondary effect of the proposal will be the generation of surface water runoff on streets and driveways which will contain oils, greases from motor vehicles and chemicals from yards (fertilizers, pesticides, etc.). The potential for possible adverse effects of such constituents of surface

water affecting ground water aquifers is remote, because such constituents will be absorbed by the soil in drainage ponds maintained by the City.

4. Plant Life: A secondary effect will be the conversion of about 1,100 acres of agricultural land to urban use. This should be discussed in the project EIR.

5. Animal Life: A secondary effect will be to eliminate bird nesting and habitat for small mammals in orange and olive groves that may be eliminated through urban expansion. This effect is not considered significant in view of the extent of groves surrounding the City. Areas of urban expansion will replace such habitat with new habitat in garden areas.

6. Noise: Secondary effects of additional vehicle traffic and industrial development will be the generation of noise along streets and highways at levels that could have adverse effects on nearby residential development and sensitive noise receptors. **No significant effect will occur** as the result of adopted policies of the Noise Element of the General Plan.

7. Light and Glare: Light and glare will be generated as secondary effects of urban expansion in all areas of the community. **No significant effect will occur** under development regulations of the City which require hooding of outdoor lighting and indirect lighting of signs and outdoor advertising structures.

8., 11 & 12. Land Use, Population and Housing: The proposal will encourage growth in population, housing and the full range of urban land use required by population increase. Discussion is required in the project EIR.

9. Natural Resources: The proposal will not result in the depletion or increase in the rate of use of any natural resource. **No significant effect will occur.**

13. Transportation: The proposal will have the secondary effect of substantially increasing vehicular traffic throughout the community. In turn, this will generate increased demand for off-street parking within major activity centers, require the widening and improvement of existing Arterial and Collector streets and provision of new streets, and increase hazards to vehicles, bicyclists and pedestrians. Discussion is required in the project EIR.

14. & 16. Public Services and Utilities: The proposal will result in secondary effects and demands on all public services and utilities. Discussion is required in the project EIR.

15. Energy: The proposals will not result in the use of substantial amounts of fuel or energy, or substantially increase demands upon existing sources of energy or require the development of new sources. **No significant effect will occur.**

17. Human Health: Secondary effects of the proposal could result in adverse effects on human health through industrial pollution or in the event of a natural disaster. Discussion is required in the project EIR.

18. Aesthetics: Secondary effects will not obscure any scenic vistas. The community is surrounded by orange and olive groves where vistas already are obscured. **No significant effect will occur.**

19. Recreation: The proposal will result in an impact upon the quantity and quality of existing recreation opportunities. Discussion is required in the project EIR.

20. <u>Cultural Resources:</u> There are no known archaeological and cultural resources of significance located in the urban area. No significant effect will occur.

21. <u>Mandatory Findings of Significance:</u> The proposal does have the potential for enduring long-term adverse cumulative impacts.

APPENDIX "B"

WRITTEN COMMENTS ON DRAFT EIR

APPENDIX "C"

CONSISTENCY OF REFERENCED DOCUMENTS WITH THE GENERAL PLAN

INTRODUCTION

A series of related documents is listed in Page I-4 of the General plan which serve as a technical supplement to the General plan document. To the extent that these documents may be in conflict with policies of the General Plan, the General Plan shall prevail unless otherwise noted, below. The following summary is provided to assist the user of these related documents in understanding their relationship to the General plan.

NOISE ELEMENT OF THE GENERAL PLAN, 1987

This document is wholly consistent with the General Plan, and provides the detailed information upon which the policies of the noise Element have been based. Taken in its entirety, this document constitutes the Noise Element of the General Plan.

HOUSING ELEMENT OF THE GENERAL PLAN, 1986

This document is nearly consistent with the General Plan. Important exceptions which have been superceded by policies of the General Plan document include the following:

1. The Residential Potential Map (see Page 33 of the Housing Element) is replaced entirely by policies of the General Plan as depicted on the General Plan Diagram. All areas designated for residential development on the General Plan Diagram which are not indicated asa "Reserve"are to be considered as having good to excellent potential for development under phasing policies of the General Plan.

2. Changes and additions to housing policy provided in Part X of the Housing Element.

Future housing needs identified in Part VII of the Housing Element shall prevail for purposes of meeting requirements of State Law. Taken in its entirety, this document constitutes the Housing Element of the General Plan.

CONSERVATION AND OPEN SPACE ELEMENTS, 1973

These documents serve primarily as technical supplements to the General Plan. Policies of these documents are superceded in their entirety by appropriate sections of the Environmental Resources Management Element (ERME) of the General Plan.

SEISMIC SAFETY AND SAFETY ELEMENTS, 1974

These documents serve primarily as technical supplements to the General plan. Policies of these documents are superceded in their entirety by appropriate sections of the General Plan ERME.

RECREATION ELEMENT OF THE GENERAL PLAN, 1988

This document was adopted by the Recreation Commission in 1988, and essential policies and proposals have been integrated with the Recreation Element section of the General Plan ERME. This document serves as a

technical supplement to the General Plan, and provides a more refined description of recreation/park development proposals of the General Plan.

MUNICIPAL AIRPORT MASTER PLAN, 1976

This document is wholly consistent with the General Plan and provides the definitive basis for further improvements to the municipal airport and its environs.

STORM DRAINAGE STUDY AND MASTER PLAN, 1981

This study and proposed Master plan serves primarily as a technical supplement to the General plan, providing essential information on drainage problems and needs of the expanding urban area. Since the document was never adopted as policy by the City Council, it is used mainly by the Los Banos Department of Public Works and by engineers for private developers in developing plans to integrate new or expanded works with the existing drainage system of the City. As noted by policies of the General Plan ERME, a new drainage plan is required to address unresolved issues concerning the disposal of urban surface water drainage, including the need to pipe existing open ditches and the need to assure that future surface waters will not have adverse effects on landowners downstream of the City who are served by distribution facilities of the Central California Irrigation District and by the Grasslands Water District.

SANITARY SEWERAGE STUDY AND MASTER PLAN, 1981

This study and proposed Master Plan enjoys the same status and serves similar purposes as the Storm Drainage Master Plan. Since the document was never adopted by the City Council, it is used mainly by the Department of Public Works and by engineers for private developers to integrate new or expanded works with the existing sewerage system of the City.

STREET TREE ORDINANCE AND MASTER STREET TREE LIST AND PLANTING GUIDE, 1985

This ordinance and Guide are wholly consistent with policies of the General plan, and serve as a means of implementing policy of the General Plan ERME pertaining to visual quality.

EXISTING ZONING AND SUBDIVISION ORDINANCES, AS AMENDED

These ordinances serve as essential tools of General Plan implementation. The Zoning Ordinance, in particular, requires rewriting in its entirety to assure that its provisions will be consistent with the General Plan. In the interim, the Zoning Ordinance will be interpreted through a variety of existing ordinance sections to assure that policies of the General Plan will prevail. It is important to note that the General Plan serves as the "constitution" for zoning. The land use policies of the General Plan shall prevail in the event of any conflicts between the Plan and these ordinances.

APPENDIX "D"

ENVIRONMENTAL IMPACTS TO BE ADDRESSED IN PREPARING THE SPECIFIC PLAN EIR FOR THE PROPOSED MUNICIPAL GOLF COURSE/RESIDENTIAL/COMMERCIAL PROJECT

INTRODUCTION

The following list of impacts has been abstracted from written comments on the Draft EIR prepared for the "Amabile-Geonnone Annexation and Pre-Zoning Golf Course-Residential-Commercial Recreation PUD". This Draft EIR was published in January, 1988, as State Clearinghouse No. 87111710. At the conclusion of the 45 day public review period, substantial written comment had been received which is the subject of this Appendix D.

The following list of impacts has been abstracted from written comments on the Amabile-Geonnone Draft EIR. The list is limited to potential adverse impacts on fish and wildlife and adjacent agricultural operations that might be mitigated through project design and other actions. Please note that larger scale issues of long-term community-wide, cumulative and growth inducing impacts are discussed in the Final EIR on the General Plan. There is no particular order of importance to be assumed by the order of items in the list.

Irrigation and Recreation Use of Treated Sewage Effluent

State Department of Health Services indicates that compliance is required with Wastewater Reclamation Criteria (Calif. Admin. Code) and Department's Guidelines. While reuse of wastewater is being considered as a possibility, the main question is whether positive benefits can be derived to benefit fish and wildlife.

Downstream Effects of Urban Runoff

The constituents of urban runoff (e.g., oils, grease, pesticides, chlorine) have become a matter of increasing concern of downstream users (agricultural and wetlands). Pre-treatment has been requested for several recent EIR's of the City, and is addressed in the General Plan EIR. On-site collection ponds, bio-assay monitoring and capability to trap such constituents is proposed before pumping is to be permitted into Grasslands Water District and CCID canals.

A concern has also been expressed by LAFCO as to the possible effects of 10, 50 and 100 year storm events. However, this is a function of quantity rather than quality provided that adequate on-site collection is provided without flooding of residences or commercial property. The practical approach is to have the fairways graded to accept and detain 100 year storm waters, with details to be developed (i.e., grading and pumping plan) during subdivision and golf course design stage.

Alteration of Flyway Patterns

An authoritative statement is needed as to the range of adverse effects that could occur to wintering waterfowl of the Pacific Flyway, including whether flight patterns might be altered. There is much that is unknown and that could not reasonably be determined short of monitoring a similarly situated project. Once shooting starts on opening day, the localized flight patterns will in any event be altered substantially and can remain in a state of flux if proper periods of non-shooting are not maintained by the various hunting clubs in the vicinity. One question is whether the presence of the golf course and residential complex will permanently alter normal flight patterns during the off-season, with hunting expectations being seriously downgraded as a result.

Conflicts with Adjacent Agricultural Parcels

Ag operations such as equipment noise, dust from plowing and chemical spraying either by land or air pose conflicts with houses and to a lesser extent with golfing. Housing units should be clustered toward the interior of the site, with at least one hole width (fairway + tree and shrub corridors) between the site boundary and the nearest residential use. The potential for vandalism and trespassing on agricultural lands would be remote if housing/agricultural land separation is maintained as described above. It is noted that the State Department of Food and Agriculture, the Merced County Department of Agriculture and the County Agricultural Commissioner have responsibility for assuring safe use of agricultural chemicals.

Wetlands Conservation Easement Program

A clarification is needed as to whether the property lays within the Conservation Easement Program boundaries established by the Fish & Wildlife Service and to the relationship of the property to duck clubs and other wetlands within the boundaries of the Grasslands Water District.

Regardless of the boundaries, inclusion of adjacent lands under the Easement program is desirable as a powerful tool to permanently implement General Plan policy which calls for maintaining adjacent lands in agricultural open space. The lands to be affected are in agricultural use under existing agricultural land use policies of the City and Merced County, and agricultural zoning of the County. Assuming the per acre value of purchasing the easements is based on agricultural use, contributions by the Project Applicant toward the cost of easement purchase would be a reasonable mitigation measure to impose. In any event, easement purchase must be discussed as an alternative to depending solely on agricultural land use policy and zoning which are always subject to the process of amendment.

Requirements for Mosquito Abatement

Project location close to wetlands will generate demands for mosquito abatement. Successful abatement may have negative impacts on invertebrate populations which are important in the food chain. What would be the ultimate impact on fish and wildlife? Would separation of housing from wetlands to the north by placement of fairways be sufficient to minimize mosquito impact on housing, or would mosquito migration to housing occur regardless of the buffer? These are important questions to be reviewed in the Specific Plan EIR.

Noise from Shooting

Noise impacts from shooting can be mitigated to a considerable extent by increasing the distance of housing from the northern perimeter of the site. With most of the shooting occurring during the first hour of light during the late fall and winter seasons, conflict with golf activity would be at a minimum. However, there is always the possibility of being peppered by shot if the nearest blind is within 100 yards of a golf hole (tee to green).

Requirement to Move Mud Slough?

It has been suggested that the Corps of Engineers may require that Mud Slough be relocated back to its original alignment as a mitigation measure to return the property (partially) to its former wetland status. What is the significance of Mud Slough's original alignment to fish and wildlife habit? Would relocation be a reasonable measure or would the cost be so burdensome as to make the project unfeasible? Does the Corps have the authority to require relocation?

Affect of Wetlands Flooding on Water Table

It has been suggested that the flooding of duck ponds to the north and northwest will adversely raise the water table on the project site to a point where adverse impact will occur (presumably by filling depressions in the golf course needed to detain runoff from 50 or 100 year storms, and/or flooding of housing areas).

Miscellaneous (all recommended by F. & W. Service)

- Use native trees and shrubs for screening the site from adjacent lands.
- Use special street lighting so as not to light up the night sky during hunting season.
- Project ponds will attract coots, requiring special efforts to herd flocks off of the site.
- No domesticated waterfowl to be released to site ponds because of the danger of disease to wild species.
- Need a biotic inventory of the project site to understand the probable on-site effects of the project on biota.

Relevant City Policy

It is the policy of the City that significant impacts identified in the Specific Plan EIR will be fully mitigated where feasible, and that the Specific Plan will not be approved by the City if there are significant impacts identified for which there are no feasible mitigation measures, unless the City approves a Statement of Overriding Considerations as provided in the Public Resources Code. To this end, Section 15093 (a) of CEQA Guidelines require the City "...to balance the benefits of a proposed project against its unavoidable environmental risks in determining whether to approve the project." "If the benefits ... outweigh the unavoidable adverse environmental effects, the adverse environmental effects may be considered 'acceptable'." Section 15093 (b) further provides that if a decision of the City were to allow the occurrence of significant effects which are identified in the final EIR but are not at least substantially mitigated, "...the agency shall state in writing the specific reasons to support its action based on the final EIR and/or other information in the record." Section 15093 (c) concludes by indicating that a statement of overriding considerations should be included in the record of the project approval and should be mentioned in the notice of Determination.